



# TOWARDS INCLUSIVE PLANNING

*Establishing Citizens' 'The Right to the City' through Participatory Urban Planning approaches in Oulu and Jhenaidah.*

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Diploma Thesis - Oulu School of Architecture,  
University of Oulu,

2021

Author:

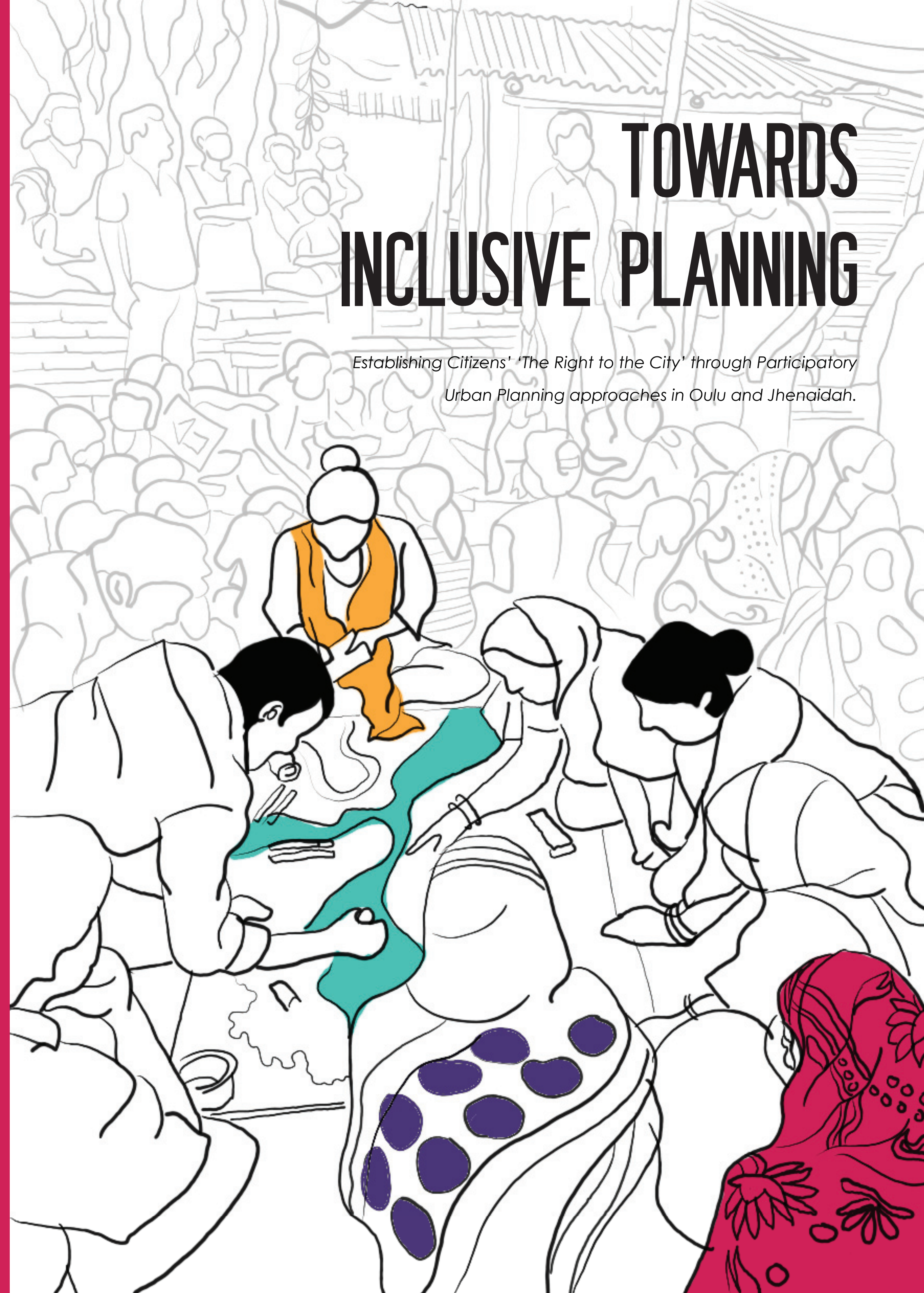
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Supervisor:

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88 pages

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This diploma reflects how I have grown as an architecture student since 2012 and I hope I have succeeded to comprehend that to you, the readers.



# RIGHT TO THE CITY

# Abbreviations

ACHR - Asian Coalition for Housing Rights
BIED - BRAC Institute of Education and Development
BRAC - Bangladesh Rural Advancement Committee
CAN - Community Architects Network
HIC - Habitat International Coalition
LGED - Local Government Engineering Department, Bangladesh
MRA - Maankäyttö- ja rakennusasetus
MRL - Maankäyttö- ja rakennuslaki
NGO - Non-government Organization
NHA - National Housing Authority, Bangladesh
NUA - New Urban Agenda
NUP - National Urban Policy
OAS - Osallistumis- ja Arviointisuunnitelma
POCCA - Platform for Community Action and Architecture
SAFE - Social Action for Forest & Environment
SELAVIP - Latin American, African and Asian Social Housing Service
SDI - Slum Dwellers International
UN - United Nations
UNICEF - United Nations Children’s Fund
UNDP - United Nations Development Programme

# 1. Abstract

Urbanization is reconstructing the way people live and the built environment in which they thrive. While different countries are transforming in their unprecedented rates, the final goal is to provide their inhabitants with better quality of life and services in the newly planned cities. Inclusive planning which takes into account participatory approaches is crucial to make new developments sustainable. Participation values inclusiveness and social integration in all aspects of city life. New Urban Agenda 2030 sets a global fundamental where the concept of inclusiveness has been emphasized eminently with special attention to vulnerable participants whose involvement is often left unaccounted for. While a lot of countries have successfully incorporated participation in their planning practices, many others are still challenged by the inequality of power dynamics. For cities to be sustainable, its requires to provide the people with their rights to the city by making urban opportunities accessible for all. People acquiring their rights to the city are empowered to pursue their aspiring quality of life and at the same time generate a sense of belonging to their urban space. This research aims to establish this relationship and how participatory urban planning approaches can induce people to pursue their rights to the city by actively engaging in the process. Through a comparative analysis of two case studies, each from the context of Bangladesh and Finland, the research explores the effectiveness of different participatory strategies on establishing people’s ‘Right to the City’. Taking two divergent perspectives into account and the universal principles set by New Urban Agenda 2030, the study sets a comprehensive understanding of inclusive urban planning, its contribution to social sustainability and the roles architects are playing to support this collective paradigm.

Key words : *Inclusive planning, Particiption, New Urban Agenda, Right to the City, Social sustainability*



Table of Contents

1.	Abstract	7	8.6 Impact on Stakeholders	58
2.	The Right to the City – a collective concept	14	8.7 Role of Architects	58
3.	Social Inclusion and Sustainable Cities	15		
4.	Objective of the research	16		
5.	Methodology	17		
6.	Context of Inclusive Planning Practice	19	9. Towards Inclusive Planning –	
6.1	Finland	19	Reflection from Global Principles set by New Urban Agenda 2030	66
6.2	Bangladesh	22	9.1 Inclusive Planning Practice	66
			9.2 Establishing the Right to the City	66
			9.3 Architects as a professional on building future sustainable cities	70
			9.4 Analysis of the Case Studies	72
			9.4.1 Future of Linnanmaa-Kaijonharju	72
			9.4.2 Co-Create Jhenaidah	72
			9.5 2021-2030: Aims for the final 10 year timeline	73
			9.5.1 Finland	74
			9.5.2 Bangladesh	74
7.	Future of Linnanmaa-Kaijonharju	30	10. Conclusion	78
7.1	Linnanma-Kaijonharju – a campus to future city	32	11. Bibliography	80
7.2	Starting Points	32	12. Appendix A Questionnaire for online interviews	84
7.3	Participation Strategies	35	13. Appendix B Interview transcript	85
7.4	Web Participation – a toolbox for future smart cities	37		
7.5	Planning Challenges	38		
7.6	Impact on Stakeholders	38		
7.7	Role of Architects	39		
8.	Co-create Jhenaidah	44		
8.1	Jhenaidah – a river central development	46		
8.2	Conception of the Project	46		
8.3	Participation Strategies	49		
8.4	City wide Peoples Network – a platform to find one’s role in the bigger picture	52		
8.5	Planning Challenges	57		

# List of Figures

Figure 1: “ Right to the City”, event in Dhaka, Bangladesh celebrating International Women’s Day in 2021. (European Union Delegation to Bangladesh, 2021).....13

Figure 2: Book Cover of ‘The Right to the City’ by Henri Lefebvre. (Goodreads, n.d.).....14

Figure 3: Model of cross-cultural planning. (Burayidi, 2015).....15

Figure 4: Planning Instituions in Finland. (Hentilä & Soudunsaari, 2008).....19

Figure 5: City of Oulu Planning Program. (City of Oulu, 2020).....20

Figure 6: Urban planner’s feedback to stakeholder’s opinion. (City of Oulu, 2019).....21

Figure 7: Planning policy framework - local level legislation and policies in Bangladesh. (Roy et al., 2018).....22

Figure 8: Social inequality, as seen from above - Korail slum and Gulshan residential area. (Google Maps, 2021).....23

Figure 9: Current practice of inclusive architecture and planning in Bangladesh. (Author).....24

Figure 10: Empowered villagers self-constructing the communal center of Anandoloy in Rudrapur.(Mori, 2020).....25

Figure 11: Strategies, experts in POCAA are using to overcome the existing drawbacks in the roles of planners in Bangladesh. (Author).....26-27

Figure 12: Location of Oulu in Finland. (Wikipedia, 2021).....31

Figure 13: Map of Oulu Metropolitan area. (City of Oulu, 2017)....31

Figure 14: Map of Oulu District Division. (City of Oulu,2017).....31

Figure 15: Current Functional layout of the Linnanmaa Area. (City of Oulu & Sitowise,2018).....32

Figure 16: Targeted Timeline of the Linnamaa-Kaijonharju Project. (City of Oulu & Sitowise, 2018).....33

Figure 17: List of participants published in Participation and Evaluation Plan (OAS). (City of Oulu & Sitowise, 2019).....34

Figure 18: Pop up Workshop at University of Oulu (City of Oulu & Sitowise, 2019).....35

Figure 19: Map based Results using Harava.(City of Oulu & Sitowise, 2018).....36

Figure 20: Influence of Participation. (Behrend, 2017).....37

Figure 21: Timeline of the Future Linnanma-Kaijonharju Planning Project (Author).....42-43

Figure 22: Location of Jhenaidah in Bangladesh. (Wikipedia,2021).....45

Figure 23: Jhenaidah District. (Banglapedia, n.d.).....45

Figure 24: City of Jhenaidah. (Google Maps, 2021).....45

Figure 25: Community mapping as a participatory tool. (Co.Creation. Architects, 2019 ).....46

Figure 26: Community Profiling.(Co.Creation.Architects, 2019).....47

Figure 27: Page from the interactive form used for community profiling in Jhenaidah. (Jhenaidah City-wide Community Network, Jhenaidah Municipality & Co.Creation.Archiects, n.d.).....48

Figure 28: Poster of CAN Co-create Jhenaidah Workshop. (Community Architects Network, 2019).....50

Figure 29: Perspective visualization of the Phase I Noboganga River Bank (Ghaat) Development. (Citizens of Jhenaidh City, Jhenaidah Municipality, Co.Creation.Architects & Alive, 2018).....50

Figure 30: Open spaces and water resources mapping and connection to the river, Noboganga, of Jhenaidah City. (Community Architects Network, 2019).....51

Figure 31: Diagram representing the relationship of Jhenaidah City-wide Community Network members and other stakeholders at the beginning of the low income housing project in 2014. (Baidya, 2016).....53

Figure 32: Diagram representing the relationship of Jhenaidah City-wide Community Network members and other stakeholders of the low income housing project as the project progresses. (Baidya, 2016).....53

Figure 33: Diagram prespenting the current relationship of Jhenaidah City-wide Community Network and their collective local, national and international networks at the end of 2020. (Author).....54-55

Figure 34: Impact of People's Participation on different aspects of societal dynamics in Jhenaidah low income communities. (Author).....56

Figure 35: Timeline of the Co-Create Jhenaidah Planning Project. (Author).....60-61

Figure 36: Share of the total population living in urban areas, with UN urbanistion projection to 2050. (Our World in Data, 2018).....64-65

Figure 37: Framework for New Urban Agenda for urban planning practice. (United Nations, 2017b).....67

Figure 38: Framework for establishing ‘The Right to the City’ according to the New Urban Agenda. (United Nations, 2017a).....68

Figure 39: Changes in the objectives of urban agendas over time. (Elsevier Ltd, 2015).....69

Figure 40: Users or Professionals - no one group sees more than half the picture (Parnell & Day, 2003).....71

Figure 41: Users and Professionals - local experience and overview of bigger picture (Parnell & Day,2003).....71

Figure 42: Arnstein's Ladder of Citizen Participation. (Arnstein, 2007).....79



**Figure 1:**

“Right to the City”, event in Dhaka, Bangladesh celebrating International Women’s Day 2021



Note: The event was organised by European Union Delegation to Bangladesh in Dhaka, where 20 female artists from the country painted inspiring messages to reflect their rights to their city. Copyright 2021 by European Union Delegation to Bangladesh.



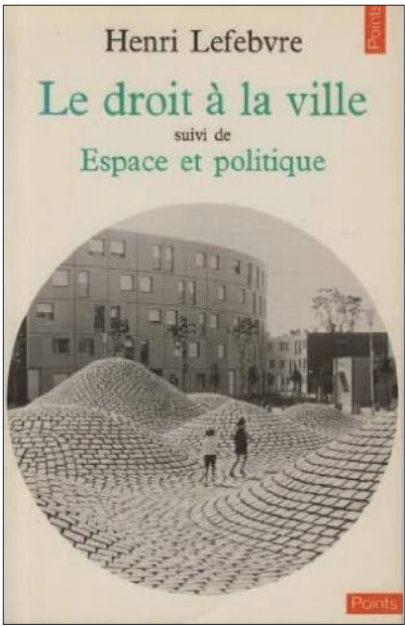
## 2. The Right to the City – a collective concept

Initially derived as a proposal by a French writer, Henri Lefebvre through his book, *Le Droit À La Ville*, the slogan of “The Right to the City” later became a widely known concept among experts across multi-disciplines. In his writings, Henri Lefebvre (2003, p.147) highlights how usually planners tend to focus on products and consumable material goods out of infrastructures rather than bringing in the need for information, symbolism, imaginary and play. As a result of the capitalist approach established in across cities, a lot of elements in our urban environment has converted to be elements of consumption pushing away people’s feeling of ownership towards them. He suggests that to revive the sense of the city, the people themselves should be the starting element to consider and his or her aspirations of the place. On a bigger picture, he states that cities should be a platform for building a collective life where mutual wishes will flourish towards a better living for all.

The original meaning of the motto “The Right to the City” was rather portrayed as a critical call to create awareness among people regarding their participation to construct urban spaces (Lefebvre et al., 2003, p.158). However, the definition can be rather organic depending on the person and his background as a city actor (Erdi-Lelandais, 2014, p. 48). In his book, Erdi-Lelandais tries to highlight the perspectives of multiple actors of the society in the context of Istanbul’s informal housing settlements. For one interviewee, “The Right to the City” meant simply his wish of growing old in the same neighbourhood where he was brought up and not become the victim of eviction. While one merely saw it as the basic right of human life, others saw its potential for united movements. Some argued that these rights should not

Figure 2:

Book Cover of ‘The Right to the City’ by Henri Lefebvre



Note: The original book was written in French by Henri Lefebvre and was called *Le Droit à la ville* was published in 1968 and was later translated in English in 1996. From Goodreads, *Le Droit À La Ville By Henri Lefebvre*. (<https://www.goodreads.com/pt/book/show/12178906-le-droit-la-ville>).

**‘The Right to the City’ is the interdependent of all internationally recognized and integrally conceived human rights, and therefore includes all civil, political, economic, social, cultural and environmental rights which are already regulated in the international human rights treaties.**

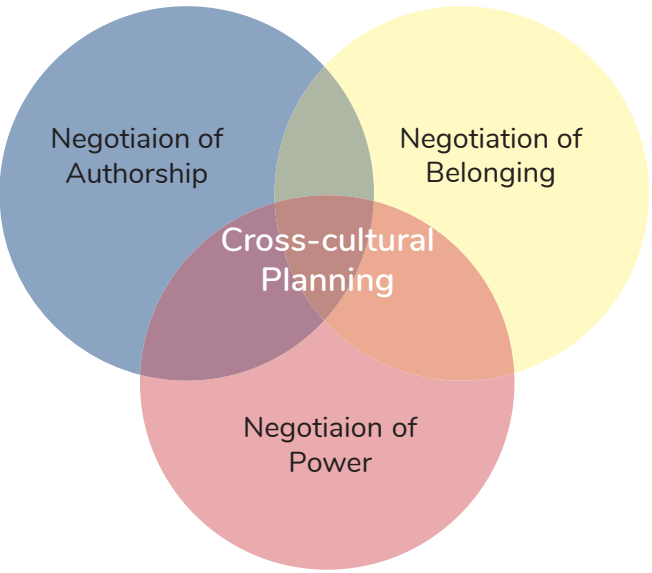
limit themselves within city boundaries but much beyond rural areas as they co-exist together interdependent on their dynamics. One respondent rather left the concept to be abstract and stated:

The right to the city is an empty concept. It depends on what you fill it with. It must have been practical in some sense. However, for me, it is not a concept from which I can do something or an explanation that satisfies me. (p. 60)

To address the concept of “The Right to the City” on a global field, Habitat International Coalition (HIC) established the World Charter on the Right to the City. This was only possible through the influence of supportive conferences attended by NGOs, professional experts, national and international civil society forums and networks who debated the idealization of this approach (Sugranyes & Mathivet, 2010, p. 25). In 2001, during the first World Social Forum the Charter formulation process was initiated and since then its been working to develop strategies to publicize

Figure 3:

Model of Cross-cultural planning



Note: Three elements of cross-cultural planning required to establish social mix in an urban context. Adapted from *Cities and the Politics of Difference : Multiculturalism and Diversity in Urban Planning*, by M. A. Burayidi, 2015, p. 349. Copyright 2015 by University of Toronto Press.

this inclusive paradigm. As shown in Figure 2, many civil society organisations, many government bodies have already incorporated human rights in their urban strategies through their legalisation at national, regional and local levels. According to the World Charter for the Right to the City (2015), ‘The Right to the City’ is defined as follows:

The Right to the City is defined as the equitable usufruct of cities within the principles of sustainability, democracy, equity, and social justice. It is the collective right of the inhabitants of cities, in particular of the vulnerable and marginalized groups, that confers upon them legitimacy of action and organization, based on their uses and customs, with the objective to achieve full exercise of the right to free self-determination and an adequate standard of living. The Right to the City is interdependent of all internationally recognized and integrally conceived human rights, and therefore includes all the civil, political, economic, social, cultural and environmental rights which are already regulated in the international human rights treaties. (p. 2)

Despite progress towards the 21st century, the lack of inclusiveness in the implementation of new urban movements still predominates. With the world shifting to developing smart cities, there is still a huge gap between the scopes of participation written in its proposals and the actual technologies that can support equal distribution of urban resources and services to people (Cardullo et al., 2019, p. 28). Digital technology promises to reform urban environments by minimizing energy waste, building an efficient transport network, communication linkages and as well as democracy. However, the ideology of the smart city concept lacks the consideration of social differences and the inaccessibility of data to all groups of society. For which, vulnerable groups such as urban poor, temporary residents and people living in informal

settlements are often left out of consideration. While time moves closer to reaching the Sustainable Development Goals by 2030, the reality of urban cities still questions who owns the right to the city and how to establish this coherent relationship between the urban settlement and its people.

## 3. Social Inclusion and Sustainable Cities

Social disintegration was been catalysed by the rapid increase in the rate of urbanisation across the globe making its way became a global challenge since the 1980s which still remains unsolved. However, in 1968 Marx and Engels (as cited in Madanipour, 2014) determined that the division of labour sourced the class differentiation which resulted in the exploitation of the lower class. At present, the factors behind this continuing disruption vary in-between developing and developed countries. According to the experts, for developing countries, it was mostly influenced by international immigration which affected lifestyles, social structure and traditional customs in such cities. While the new residents try to fit into their new social environment, the permanent locals become anxious about how to share their space with the added users (Stren & Polèse, 2000, pp. 9–10). On the other side, in developing countries spike in population growth, internal migration and an inefficient urban economy led to unequal distribution of public services and opportunities in growing cities. To overcome this, public services fall into the capitalization model of private companies. In both scenarios, the marginalized groups fight for survival and most discriminated against their basic rights to the city.





## Social challenges are far less discussed, promoted or questioned which results in planning and architecture being responsive to only the upper margin of the society.

Planning can be a useful tool to remodel the social framework of these cities and make them inclusive towards all groups. To do so, firstly the planning practice needs to address the cultural differences that exist within a city and secondly allow the flow of cross-cultural exchange (Sandercock, 2003). The author states that cities have the potential for well-designed spaces that can promote social mix and sharing of traditions. At the same time, the city should be perceived as a common good where democracy allows for accessibility for anyone who wants to make an impact on it. The ability to recognize this opportunity, to be present and to overcome fear and embarrassment to express one's opinion are important aspects to initiate dialogue (Uusimäki, personal communication, May 11, 2021). Inclusion and interaction during planning can commit to building trust and commitment in people, which are essential elements of social sustainability.

Planning practice should work towards strengthening the relationships between the vulnerable and secured groups and in between experts and the general people. As Figure 3 shows, the model of cross-cultural planning aims to improve these social relationships by focusing on three interdependent paradigms. According to Burayidi (2015, p. 349), they are as follows:

**Negotiation of belonging:** Citizen's rights should promote a sense of belonging towards the state and allow the citizens to participate in all democratic systems.

**Negotiation of authorship:** Citizens can demand their ownership of the cultural setting in which they have actively participated.

**Negotiation of power:** Every citizen, despite their background will be acknowledged in the society and have equal rights to access the city's social, economic and legal aspects.

Meanwhile, as architects and planners are driving towards meeting the ecological sustainability goals, they often overlook the interdependency between social sustainability and ecological sustainability in an urban context. The vulnerable group of urban poor usually thrive in unsuitable living conditions which are also the sources for environmental problems in cities. Efficient urban housing plans, education and health initiatives are required to counter these challenges in growing cities which will help diminish urban poverty (Stren & Polèse, 2000, p. 15). Practitioners are more focused on producing sustainable cities by solely improving environmental conditions and overlooking the social impacts of these strategies (Madanipour, 2014, p. 149). Social challenges are less discussed, promoted or questioned which results in planning and architecture

being responsive to only the upper margin of the society. Similarly, making cities greener through design and planning strategies solely cannot be a sustainable approach. A green city may fail to be sustainable over time if people don't wish to live there and not establish a foundation for stewardship (Parnell & Day, 2003, p. 32). It is important to understand that any sustainable approach will only be effective if people succeed in incorporating it into their daily lives which makes social sustainability the primary challenge to look into.

## 4. Objective of the research:

In 1999 Rogers and Wheatley stated that:

System emerge as individuals decide how they can live together. From such relationships, a new entity rises with new capacities and increased stability. In an ecosystem, individuals suffer less from the vagaries of weather. They may shelter and protect one another. But as system, they also moderate the climate, even changing weather conditions in their area. Individuals in systems enjoy lives of greater peace. (p. 33)

Similarly, for the future cities to be resilient, people's active engagement is required during the planning process to reflect their experiences as daily users. At the same time, people should be aware of the role they play in the system which contributes to the well functionality of the urban ecosystem. The system needs to be organic, adapting to the changing needs and consequently the roles of the city actors should develop to uphold this collective way of living.

With the world urbanizing at an unparalleled rate, it is crucial to review this development from a sustainable viewpoint. Urbanisation became a tool to solve global challenges and if managed in a controlled framework can improve living standards for people both in developing and developed countries. New Urban Agenda by United Nations is aimed to build a future world where cities are sustainable, offering equal opportunities for everyone. Despite the global joint effort, the reality of inclusive planning varies discretely across borders. It is essential to analyse these differences; their causes and how divergent contexts are strategizing to establish inclusive planning in their practice.

By reviewing two distinctive realities, the target of this study is to feature the current inclusive urban planning practice and its impact on shaping the tangible and intangible elements of urban living. Reflecting the experiences of active professionals from the field, the research aims to explore how architects step ahead to strengthen their relationship with the communities to enhance the support required to sustain inclusive practice.

Furthermore, the study aims to highlight the answers to the following questions:

1. How does New Urban Agenda by United Nations influences the need for inclusive planning to create sustainable future cities?

2. What is meant by the term "The Right to the City"? How can inclusive planning lead people to establish their rights to the city they inhabit?

3. What kind of participatory tools are used for land use planning practice in Finland and Bangladesh? What impact this participation is bringing towards people's aspirations of their quality of life and the socio-economic dynamics of the urban environment?

4. As a professional, how are the roles of architects and planners metamorphose to support this collective practice?

## 5. Methodology:

This research aims to analyse the two case studies of urban planning projects from distinctive contexts with the help of universal fundamentals established by the New Urban Agenda (NUA) 2030. With the findings from the strategies and policies drawn by this international umbrella, the two scenarios are reviewed on their scope of inclusiveness in the planning process, the participatory strategies which were implemented and the impact participation made on the stakeholders' aspirations from their future city. Using this universal principle which is responsive to diversity allowed this study to evaluate different contexts keeping intact their individuality, grassroot challenges and scopes of future opportunities.

The cases chosen are from varying contexts, with different objectives, extent of participation and target groups. Co-create Jhenaidah project has set an example of bottom-up approach in Bangladesh where communities collectively take planning decisions with the experts. On the other hand, the Linnanmaa-Kaijonharu project which follows the national land-use planning practice considers the stakeholder's needs and reviews throughout the process however leaving the final planning decisions up to the experts. The contrast in timeline of the planning process and strategies implemented in these two scenarios has allowed this study to compare and perceive issues from different perspectives.

The research targeted to derive how related stakeholders and people's participation brought effective inputs to the planning decisions and resulted in generating urban opportunities that support their ambitions. In order to do so, the social-relational dynamics of Bangladesh and Finland was studied and how that reflected on the participation strategies used by the experts. Relevant literature, national policies and realities of planning practice which was gathered through interviews of active professionals in the two cases were reviewed to reflect this understanding in this research.

For the case study of "Co-create Jhenaidah", the process involved going through previous diploma work and published journal articles which acted as secondary sources of research for this project. Articles published by networks of CAN and ACHR were reviewed to analyse the social cultural dynamics of the societies in Jhenaidah and the technical support provided by these support groups to promote people's participation in the planning process. Academic experience of attending a participatory housing studio in Jhenaidah conducted by BRAC University during 2015 helped gathered first-hand experience of the context. The studio work involved applying participatory tools of community mapping to create spatial data, focus group discussions with various stakeholders and experts who were working towards establishing an inclusive practice in Jhenaidah. Previous experiences and studies have allowed to portray in this diploma the progression of the practice in Jhenaidah and the changes of communal integration that took over since 2014.

To understand the planning process of Co-create Jhenaidah, interviews were carried out with architects who were responsible for the project. Each of them had a different role in the process which allowed to gathered multi-directional viewpoints and an in-depth analysis. The interviews were conducted through Google Meet during December 2020 and January 2021. A predesigned questionnaire was set for the interview and was sent to the participants beforehand. Open ended questions allowed the conversations to flow spontaneously which brought out the perspectives of the experts and how their relationship with the communities allowed to deduce collective planning decisions. Videos published by Co.Creation.Architects in Youtube were also reviewed to deduce the observations of participants from the workshops which took place during the planning process.

In order to build up knowledge regarding the second case, published documents by the city of Oulu were accessed on its website. These documents included a comprehensive schematic report, the draft scenarios, summaries of feedback and responses, key starting points of design and crucial background studies required for the project. The availability of material for the public to access makes the entire planning process available not just for researchers, but also for the target groups to analyse and see their contribution turned into effective outputs. Similarly, through academic course of Municipal Planning organised by University of Oulu in Fall 2020 allowed to gather knowledge from key experts of the field about Finnish Land use planning policies and national and regional targets of this context. The studio course was planned cohesively with the current land use planning practice and used the web based participatory planning tool of Harava to gather feedbacks from respondents. Similarly like the other case study, interviews of experts behind the project were conducted to understand their roles and perceptions behind the extent of participation in the process. Same designed questionnaire was used for interviews for both the case studies which allowed open flow during the discussions with the interviewees.

# INCLUSIVE PLANNING

## 6. Context of Inclusive Planning Practice

### 6.1 Finland

Land-use and urban planning model in Finland is structured in three level of administration: National, Regional and Local. As shown in Figure 4, the highest level involves the Ministry of Environment and the Finnish National Land Use Guidelines set the ground principles for land use planning practice and the national goals for the future developments. These principles precisely takes into account the cultural and heritage values, natural environment, leisure and recreation, well-being of inhabitants, communal and regional model, public services, infrastructures and economic growth. The regional level is administrated by the many Regional councils across Finland who produce regional plans which compliment on these national guidelines. According to Figure 5, these legal plans steer the decisions taken into the master plan and the details plans drawn by the municipalities in the local levels. It is crucial for the local municipalities to incorporate both national and regional guidelines into their master and detail plans, so that a comprehensive planning output model can be derived. According to the 2020 Annual Report on the Implementation of the 2030 Agenda for Sustainable Development (Prime Minister’s Office of Finland, 2020, p. 126), the country is progressing to achieve a polycentric planning approach which involves collectively facilitating all potentials across the country.

The current practice of Finnish land-use planning is bounded by its Land Use and Building Act which was lastly revised in 2000. The new reform has brought two major reinforcements: one, it has

Interaction is involved in every stage of the planning process - start, preparation, proposal and approval.

enhanced the decision making authority of the municipalities on the land use planning strategies and made them solely responsible for the approval of the master plans and the detailed plans. Secondly, it has made it mandatory to incorporate citizen participation in all land use planning projects so that targeted stakeholders can reflect their opinions on the development picture of their area. Despite having a three-tier hierarchical model, the Finnish land use planning system has emphasized the local government with significant accessibility to decision making, which allows it to break the stigma set by the conventional top-down approach still practised extensively in many countries. However at the same time, effective mentorship of local governments by regional councils prevents unforeseen adverse decisions to be implemented into the scenario (Hentilä & Soudunsaari, 2008, p. 13).

People’s Participation has been promoted through the Finnish national policy (Land Use and Building Act, 1999) to ensure that planners have access to user’s perspectives while drawing up development plans. Through an effective participation model, stakeholders can be ensured that their opinions were taken into consideration and the final result is then easier to accept for them even if it doesn’t comply with all their opinions. Participation is crucial especially when the objectives can be conflicting which needs

Figure 4:

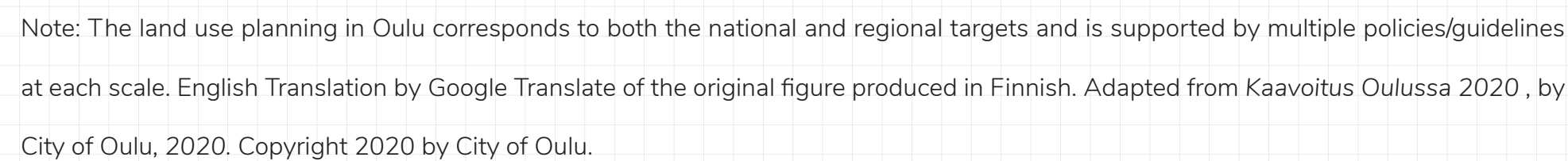
Planning institutions in Finland

THE FINNISH PLANNING SYSTEM			
	POLICY INSTITUTION	POLICY INSTRUMENTS	
	Planning authority	Type of plans	Legal effect
NATIONAL LEVEL	Council of State	Alueidenkäyttötavoitteet (National Land Use Guidelines)	Advisory guidelines
REGIONAL LEVEL	Regional councils	Maakuntakaava (Regional plan)	Binding
LOCAL LEVEL	Municipal councils	Yhteinen yleiskaava (Joint master plan)	Optional
		Yleiskaava (Master plan)	Binding
		Asemakaava (Detailed plan)	Binding

From Land Use Planning Systems and Practices Oulu–Skanderborg–Umeå (p. 11), by H. Hentilä & L. Soudunsaari, 2008. Copyright 2008 by University of Oulu.



City of Oulu Planning Program



According to the General Objective of the Land Use and Building Act (Section 1 of the MRL),

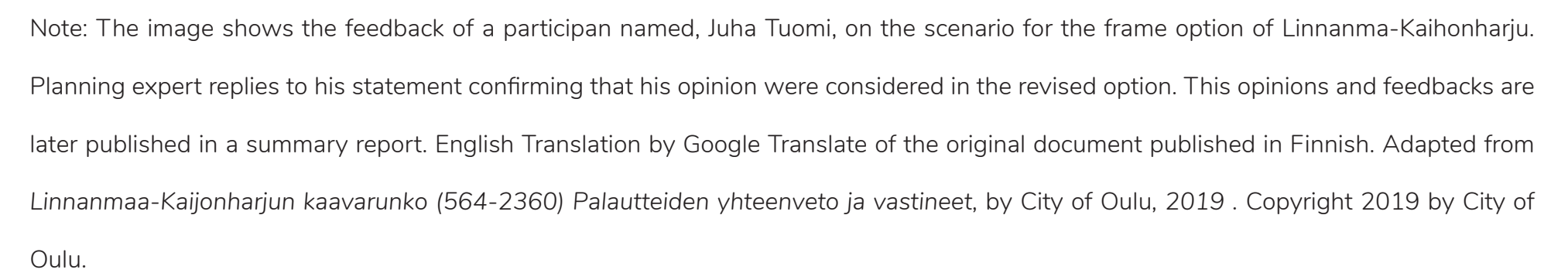
It reflects a process in which an all-inclusive approach takes into account the need for social interaction to build a sustainable living environment. Similarly, as stated in the section of the Interaction and Information of Zoning of the Land Use and Building Act (Section 6 of the MRL),

Application of these legal policies ensures that's citizens have access to participation and the right to information for any

From the very initiation of the project timeline, an outline of the Participation and Assessment Scheme (Osallistumis- ja arviointisuunnitelma) is produced which highlights the planning objective, targeted timeframe, opportunities of participation and evaluation of impact assessments. OAS is then shared with all involved participants so that they can plan to follow the planning process and input their opinions respectively. Interaction is involved in every stage of the planning process – start, preparation, proposal and approval.

The feedback that is gathered from the participants throughout the different interactions is then summarised thematically to generate a report which is a key document for the approval proceedings. Along with that, it is required for the urban planner to give a reply to the feedback to the participant's opinion. As shown in Figure 6, the planner feedback is also involved in the feedback summary report which is available for the public to access through the municipality's website. This report which outlines the feedback of participants and zoner's reply to their opinions is a reflection of the transparency

Urban planner's feedback to stakeholder's opinion





of the decision-making process. It confirms to the participants that their feedbacks were crucial for the planning decisions and it was taken into account by the experts (Ministry of Environment, 2007, p. 51). Also, the two-way communication establishes a sense of trust and influences future participation from the respondents.

The current land-use planning practice in Finland strictly follows the guidelines set by the National Land Use and Building Act which uplifts people’s participation through its model. However, there is still a doubt of how much extent do these statutory policies and zoning plans effectively incorporate citizens’ participation. The projects are still driven by administrations where citizens are given designated opportunities for providing their opinions on the drafts presented to them. Despite enhancements through theory and research, there is still room to think about how to improve participation engagement, establishing equal access, allocation of sufficient resources, early phase interaction and the scope of integration of participation feedback into actual planning results (Lundman et al., 2020, p. 3). Altogether, Finland has achieved significant progress in incorporating people’s participation and strengthening relationships between the different administrative levels.

6.2 Bangladesh

The planning policy framework of Bangladesh is curated by the Planning Commission through the implementation of plans on various scales. As shown in Figure 7, it consists of the structure plan,

which is 20 years planning target for metropolitan areas consists of long term development policies. Following it is the master plan, which reflects the goals of the structure plan into its output over 10 years. Lastly, the detailed area plan which focuses on those specific issues that need urgent implementation with a 5 year target period. These policies are grounded by multiple acts, rules and regulations which set the fundamentals for planning and developments. However, most of these fundamentals fail to support the current urban challenges (Roy et al., 2018, p. 17). For example, the Town Improvement Act of 1953, is sufficiently backdated to reflect the development urban infrastructure of Bangladesh. Along with this, the experts state that targets set by these large scale plans are not properly implemented into the local level interventions.

Emphasis on inclusivity has rather been focused on Bangladesh’s National Urban Policy (NUP) which was first drafted in 2006 and remains to be finalized. Lastly redrafted in 2014, NUP’s prime focus is to develop inclusive cities to pursue economic growth rather than accomplishing a better standard of living for everyone. Even though the term ‘inclusivity’ has appeared multiple times on paper but the policy lacks a clear definition of the term itself (Fattah, 2018, pp. 137–139). The active involvement of participation has been highlighted in the latest draft but existing platforms still remain out of reach of the marginalized groups. Thus NUP needs to come forward with effective mechanisms to establish efficient participation of all citizens to successfully create future cities that are truly inclusive. On the contrary, NUP has worked towards strengthening the roles of the local government and their authority in the decision making process for urban planning and

service administration for their region (Ali & Dodson, 2015, p. 97). A multi-centred approach and strong institutional framework for development needs are essential for Bangladesh to support the fast-growing megacities in the country.

Despite being unpublished, Bangladesh has been executing elements of the draft NUP through multiple Five Year National Development Plans since 1973. Recently publishing their 8th Five Year Plan of 2020-2025, the policy’s theme is “Promoting Prosperity and Fostering Inclusiveness”. It is designed into six core themes to implement a pro-poor growth strategy, one of which focuses on recognition of all citizen’s and empowering their rights to participate in all developments and benefit from them (Government of the People’s Republic of Bangladesh, 2020, p. xlii). The effective implementation of such inclusive urban policies is crucial for the rapid urban growth in Bangladesh.

Dhaka, the capital of the country, resided 44.26% of the nation’s total urban population in the year 2011 with a tremendous flow of internal migration (Roy et al., 2018, p. 14). As shown in Figure 8, the urban infrastructure of Dhaka can be visualized as the juxtaposition of two different cities. Informal settlements lying here and there around the formally planned neighbourhoods. The temporary neighbourhoods co-created by the dwellers are often the source of environmental issues in such fast-growing urban cities (Islam, 2014, p. 1). The social disintegration continues to exist as no planning policies have successfully accounted for the urban poor in

their framework until now. Mostly considered as illegal residents, a significant stakeholder group of the city are often overlooked during planning decisions.

Slowly moving forward towards a hopeful future, emerging architects and planners working in Bangladesh, along with volunteers, local and international NGOs, local construction workers and supportive institutions have started the practice of inclusive architecture and planning on their initiative. Figure 9 highlights some of these practices and their present and past projects across the country. Through the application of social-spatial development, these professionals help marginalized communities by providing them with technical assistance, generating awareness of their social rights, needs of liveable environments and finally strengthening the relationship between these people and supportive institutions which are usually inaccessible to them (Baidya, 2016, pp. 8–9).

Platform of Community Action and Architecture (POCAA) is one of the pioneer groups who are actively running co-creation projects across Bangladesh in collaboration with Asian Coalition of Housing Rights (ACHR), BRAC Institute of Educational Development (BIED) and similar non-government organizations to develop the built environment by actively involving the people. A German architect, Anna Heringer, also has been practising inclusive architecture in the northern district of Dinajpur in Bangladesh since 2004 by reviving local construction techniques and empowering the locals to construct their buildings. As Figure 10 shows, her

Figure 7:

Planning policy framework - local level legislation and policies in Bangladesh

Metropolitan Master plan* (SMA includes City Corporation Area)	Municipality/ Paurashava and Upazilla Master Plan **	Purpose and Contents
Strategic Plan (20 Years) and Structure Plan (20 years) only for Khulna, for the remaining SMA Structure Plan (20 years)	Structure Plan (20 years)	Strategy for future development of metropolitan region  Contains long-term spatial and sectoral directions and development policies
Master Plan (10 years)	Urban Area Plan (10 years)	Translates policies of structure plan into implementable development proposals  Delineates existing land uses and specific location of roads and other infrastructure facilities and provides indicative locations of future land uses and specifications to assist the government for guiding and managing development control
Detailed Area Plan (5 years)	(Community) Ward Action Plan (5 years)	Provides more detailed planning proposals for local level planning those need immediate implementation

\*Development authorities prepare these plans \*\* UDD prepares these plans

From Roy et al. (2018). Bangladesh: National Urban Policies and City Profiles for Dhaka and Khulna. p. 27. Copyright 2018 by Roy et al.

Figure 8:

Social inequality, as seen from above - Korail slum and Gulshan residential area



Note: Korail slum is one of the most prominent informal settlements in Dhaka, Bangladesh. Gulshan residential area is a planned neighbourhood which exists right across the slum, proving how both the temporary and permanent residents contribute to the active running urban ecosystem. From Google Maps. Retrieved on 3 March, 2021. (<https://www.google.fi/maps/@23.7849357,90.4145045,17.75z>) Copyright 2021 by Google Maps.



Figure 9:  
Current practice of inclusive architecture and planning in Bangladesh.



Note: The locations reflect on-going and previous projects of the design practices and supporting organisations in different locations of Bangladesh. Copyright by Author.

project of Anandaloy has impacted the social welfare of the dwellers in the village of Rudrapur by addressing the needs of people with disabilities and providing economic opportunities for women by founding a textile studio. Running by the name Dipdii Textiles, this female-driven platform is Bangladeshi-German cooperation supported by the local NGO Dipshikha with whom Anna has been collaborating through a lot of her projects. In the long term, similar practices as such will help counter the rural-urban migration in Bangladesh which tends to be one of the grassroots causes for the rapid urbanization in its primary cities.

At the same time, there are a lot of challenges in Bangladesh for the experts in the planning profession which further inhibits people's participation and transparency in the process. Swapan (2013) highlights these shortcomings in his research stating that planners are often seen as experts by the people living in the communities rather than their supporter which results in a lack of trust and boundary between the two groups. The planning profession is still a new practice in the context of Bangladesh for which the process is yet dominated by experts and people's participation is underestimated. With limited timeframe and resources, more focus is invested on physical mapping, financial budgets and setting the team rather than focusing on the scope of interaction within the planning process. Lastly, community-driven projects are often dominated by the personal interests of influential stakeholders leading to discrimination of marginalized groups and their aspirations.

However, the practice of POCAA in the city of Jhenaidah, which reflects on one of the case studies of this research, tries to overcome these existing challenges by their innovative approaches to integrate with the community. With active presence and

Figure 10:  
Empowered villagers self-constructing the communal centre of Anandaloy in Rudrapur.



From Anna Heringer's Anandaloy In Rural Bangladesh Wins The 2020 Obel Award. Retrieved on 3 March 2021. (<https://worldarchitecture.org/article-links/egpgf/anna-heringer-s-anandaloy-in-rural-bangladesh-wins-the-2020-obel-award.html>) Copyright 2020 by Stefano Mori.

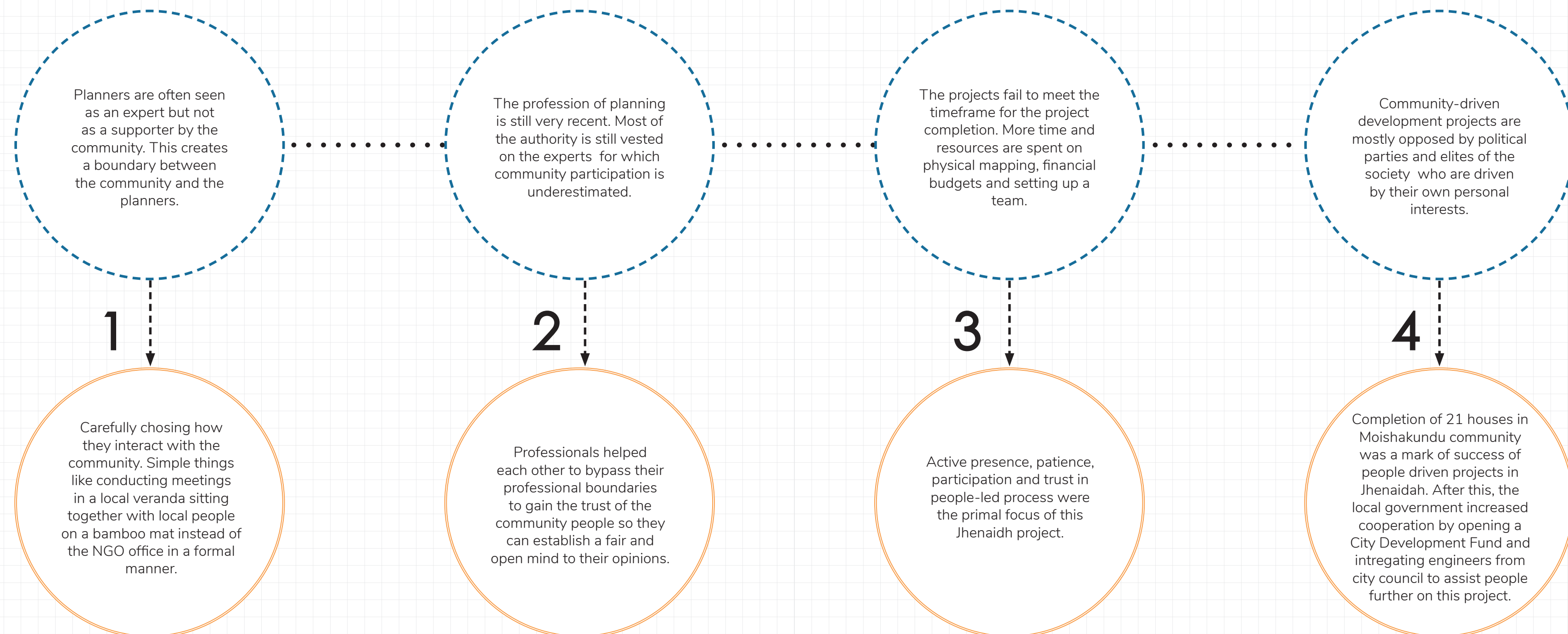
Figure 11:

Strategies, experts in POCAA are using to overcome the existing drawbacks in the roles of planners in Bangladesh

# CURRENT

## Challenges in Role of Planners in Bangladesh

Adapted from *The Realities of Participation in Planning in Bangladesh: The Role of Institutional and Socio-political Factors in Shaping Participatory Planning in Developing Countries* (pp. 166-167) by M. S. H. Swapan, 2013.



# POCAA

## How are the experts overcoming these challenges?

Adapted from *Empowering the urban poor through participatory planning process: a case from Jhenaidah* (pp. 166-167) by M. Alam & E.U. Baidya, 2019.



# CASE STUDIES

# FUTURE OF LINNANMAA- KAIJONHARJU

Figure 12:

Location of Oulu in Finland

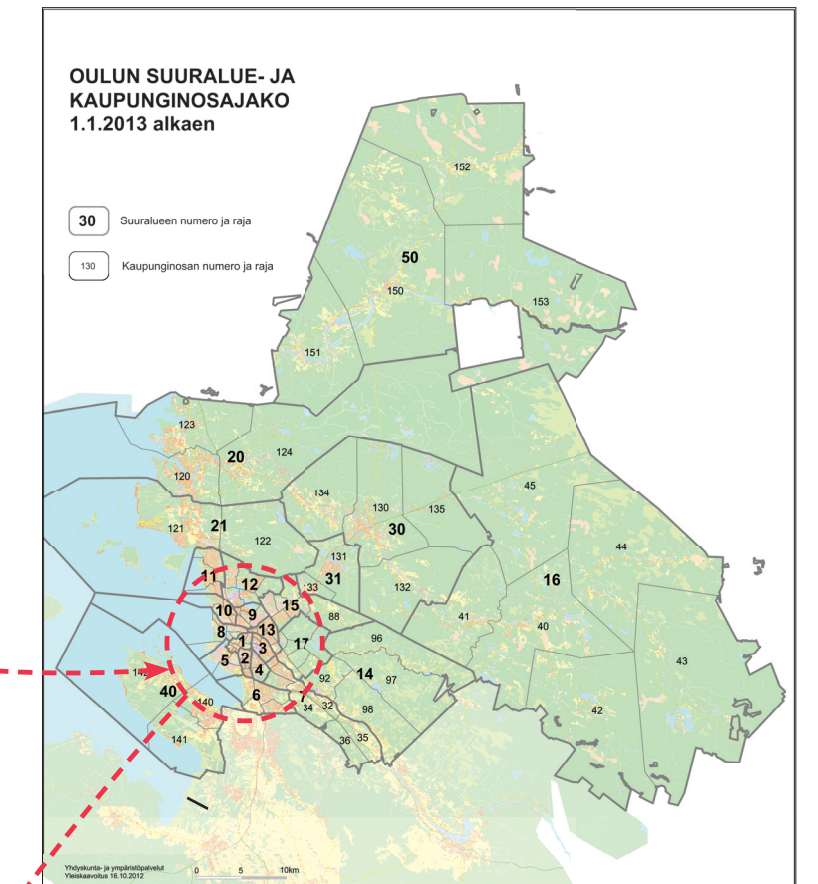


From Oulu, Wikipedia. (<https://en.wikipedia.org/wiki/Oulu>). Copyright 2021 by Wikipedia.

## LOCATING City of Oulu

Figure 13:

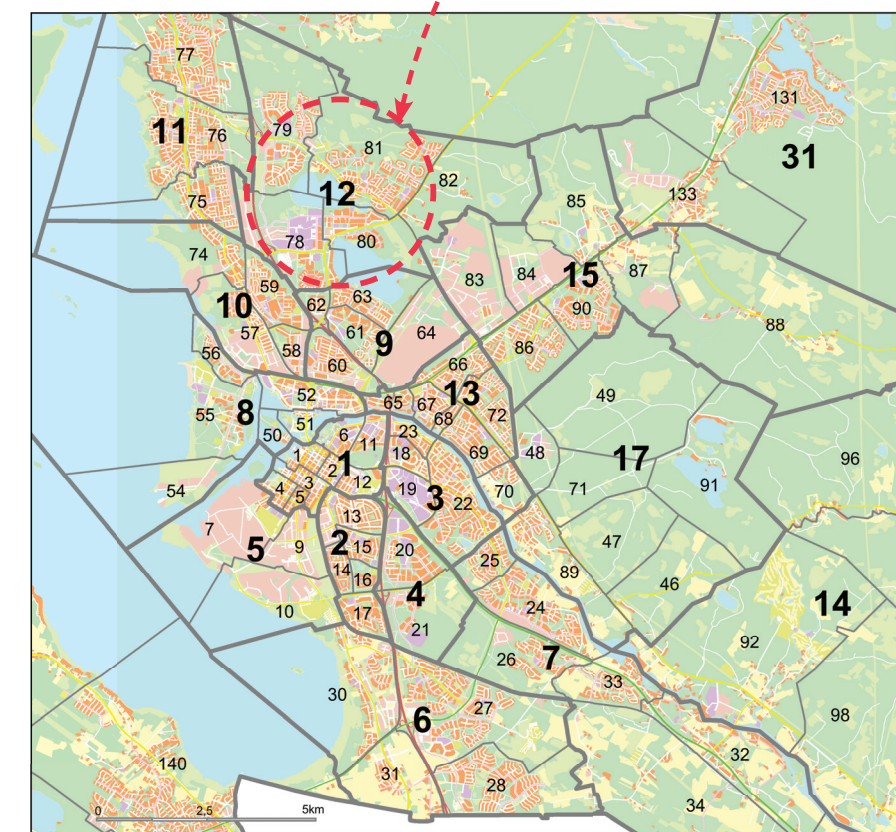
Map of Oulu Metropolitan area



From Kaupunginosat, Oulun Kaupunki. (<https://www.ouka.fi/oulu/oulu-tietoa/kaupunginosat>). Copyright 2017 by City of Oulu Corporate Administration Information Management.

Figure 14:

Map of Oulu District Division



From Kaupunginosat, Oulun Kaupunki. (<https://www.ouka.fi/oulu/oulu-tietoa/kaupunginosat>). Copyright 2017 by City of Oulu Corporate Administration Information Management.



# 7. Future of Linnanmaa-Kaijoharju

## 7. 1 Linnanmaa - Kaijoharju: Framework of a Campus to Future City

Located 5 km due north to the Oulu City Center, Linnanmaa occupies the main campus of the University of Oulu and Oulu University of Applied Sciences. Along with the educational institutions, it has complimentary facilities to support the livelihoods of the students and employees of the two institutions from national and international backgrounds. As Figure 15 shows, it includes various residential neighbourhoods around the campus, a school, commercial services, innovation centre of the Technology village and sporting complexes of a sports hall and an ice rink. The project was derived with the initial thought that the future city of Oulu will have two city centres: the existing one downtown and a new urban core was determined to be established in Linnanmaa-Kaijoharju (K. Nykänen, personal communication, March 9, 2021).

Besides providing quality services to its inhabitants, the strongest feature of Linnanmaa remains to be its natural corridors which interconnect the urban spaces to the surrounding forests and lakes. According to nature and landscape research, the area has significant natural and landscape values which should be protected during future construction through adequate protective zoning (Konttori et al., 2018). When the project was conceived in 2017, the targeted planning area had 5,400 inhabitants and 7000 jobs and

Besides providing quality services to its inhabitants, the strongest feature of Linnanmaa still remains to be its natural corridors which interconnects the urban spaces to the surrounding forests and lakes.

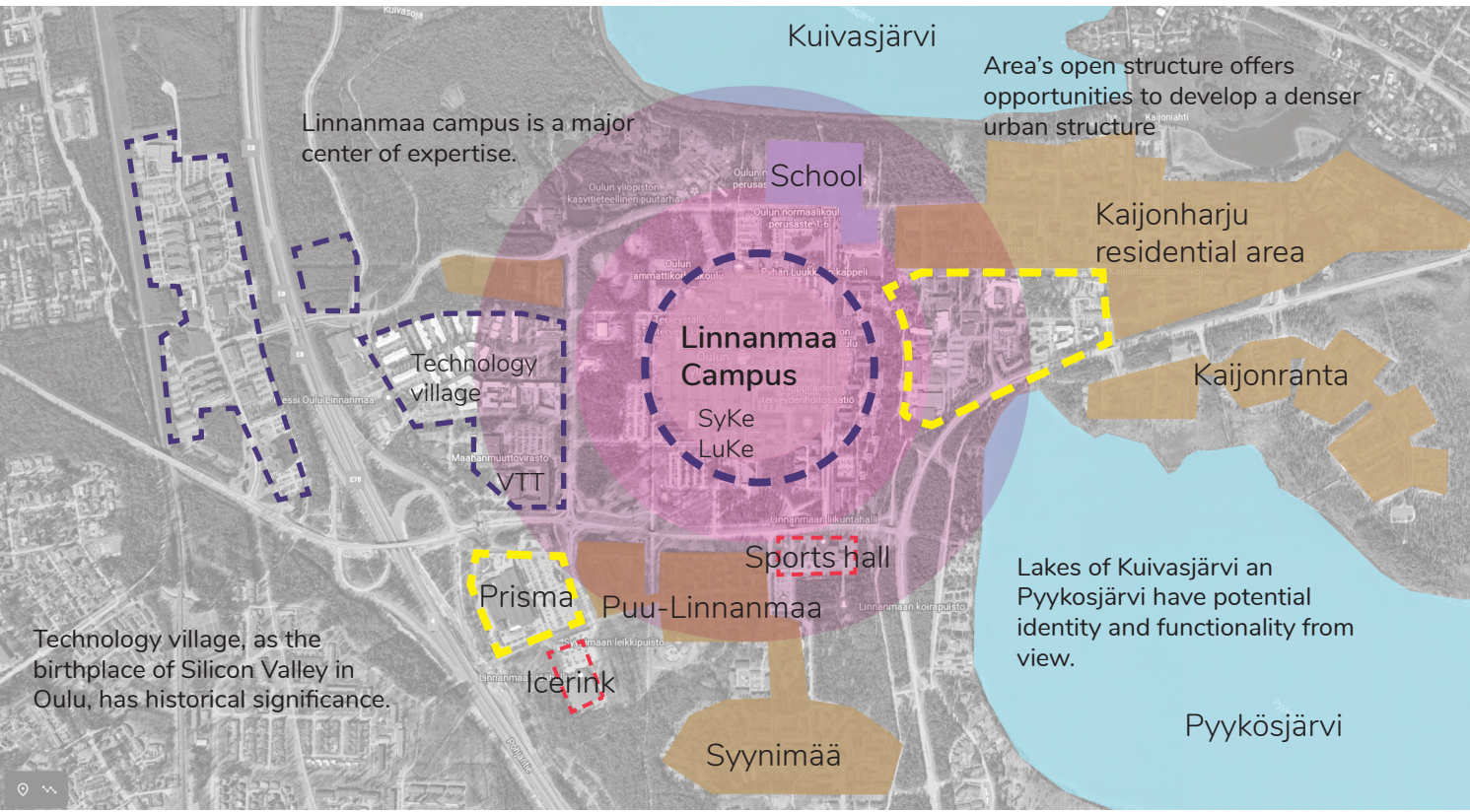
an active campus of the University of Oulu (City of Oulu & Sitowise, 2018). Also, in 2020 once the Oulu University of Applied Sciences shifted and merged into a bigger institution, the movement towards Linnanmaa increased significantly opening new possibilities for urban up-gradation.

## 7. 2 Starting Points

Before the planning proposal was officially formulated, background exercises were already been carried out since 2016. An online poll was opened for residents living in Kaijoharju to collect the perspectives of the daily users. The poll was accessible from 9th December to 31st December 2016 and received 237 responses. The respondents graded the Kaijoharju centre and shared the future scopes for development. They were asked to mark on maps

Figure 15:

Current Functional layout of the Linnanmaa area



Note: English Translation by Google Translate of the original document published in Finnish. From Linnanmaa-Kaijoharjun kaavarunko Suunnittelun keskeiset lähtökohdat 4.12.2018 (p. 8), by City of Oulu & Sitowise, 2018. Copyright 2018 by City of Oulu & Sitowise.

locations where they would prefer to propose new residential construction, commercial zones, business and job opportunities. Any fresh ideas were also welcomed to be proposed through the survey by the respondents. The aim was to use the material of the survey as a base for setting future planning objectives for the project.

Right after the project idea was formulated the following aspects were outlined:

### 1. The scope of work for the project

The aims of the Linnanmaa – Kaijoharju project are as follows:

- Establishing an efficient public transport network with the city centre and improving cycling and pedestrian pathways within the area.
- Conserving the characteristics of the existing built environment, the proposal tends to upgrade the functional values, green corridors and central urban hub of the Linnanmaa-Kaijoharju area.
- Establish new opportunities for land-use and work opportunities in the targeted area.

According to the general plan of the New Oulu Master Plan 2016 (City of Oulu & Sitowise, 2018), it was highlighted that Kaijoharju centre will be renovated to be mixed and compact in terms of land use as an urban environment together with the University of Oulu. The centre will be renewed and expanded across the street, into a cohesive whole with the institutional campus.

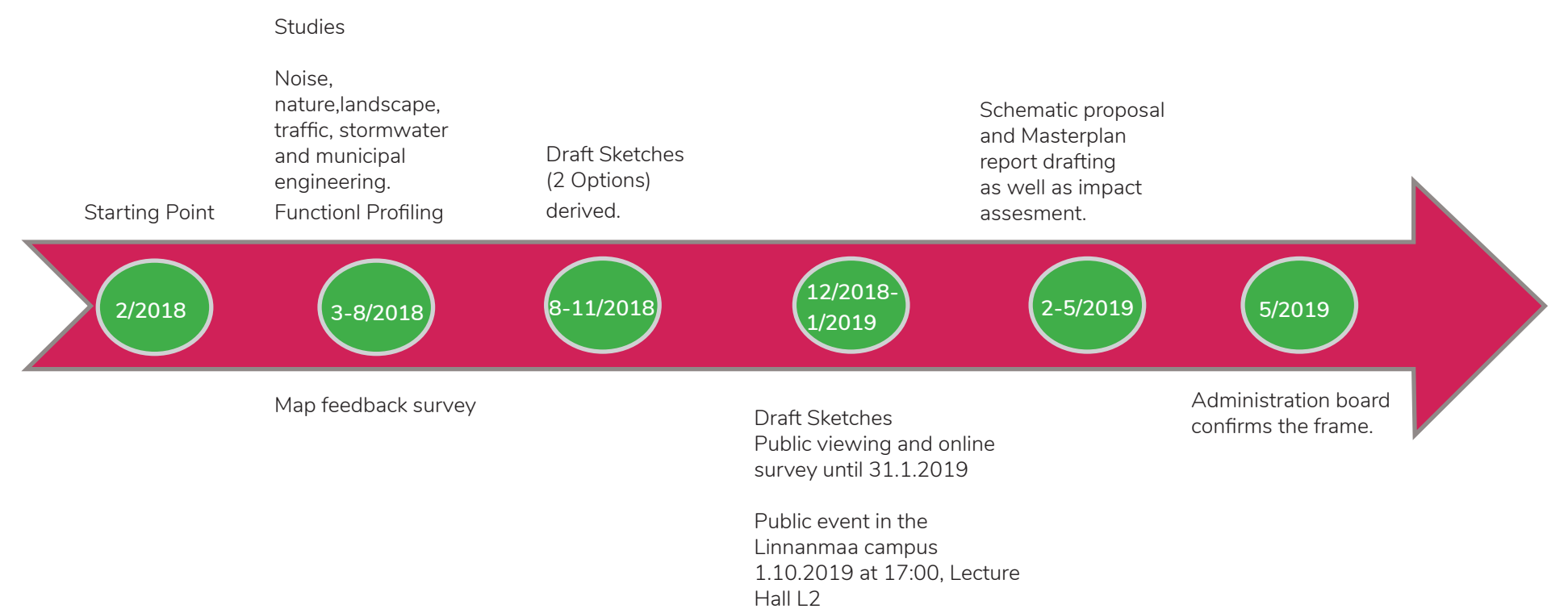
### 2. Participation and Evaluation Plan (OAS)

Following the National Land Use and Building Act 1999 (Section 63 of the MRL), a Participation and Evaluation Plan (OAS) was derived to inform the stakeholders basic information of the planning project. It was sent out to the stakeholders at the same time as the announcement of the project initiation which allows them to be informed about the project schedule and the scope of participation. In this way, the stakeholders can be informed in advance regarding the timeframe of meetings and online surveys so they can be readily available to participate. Usually, the planning process in Oulu can be defined to be set on a “project format”. The planning process has a start, timetable and an end (Hentilä & Soudunsaari, 2008, p. 15). At the same time, the planning outline prevents the process from becoming too long and ineffective.

Linnanmaa-Kaijoharju project was mapped out to create two (02) alternative planning scenarios which were available for

Figure 16:

Targeted Timeline of the Linnanmaan-Kaijoharjun Project



Note: English Translation by Google Translate of the original document published in Finnish From Linnanmaa-Kaijoharjun kaavarunko Suunnittelun keskeiset lähtökohdat 4.12.2018 (p. 4), by City of Oulu & Sitowise, 2018. Copyright 2018 by City of Oulu & Sitowise.



Figure 17:

List of Participants published in Participation and Evaluation Plan (OAS)

<b>Participants in the formula project are:</b>	<b>Actors:</b>
<ul style="list-style-type: none"><li>• the design area and impact area of the property owners and occupants and Residents (real estate and Residents of housing companies are informed a newspaper announcement)</li><li>• urban Board</li><li>• Northern Ostrobothnia ELY Center / Land Use Division</li><li>• Oulu-Koillismaa Rescue Services</li><li>• Museum of Northern Ostrobothnia</li><li>• Oulu Art Museum / Loop</li><li>• Oulu Water</li><li>• Oulu Energy</li><li>• Community Planning Society</li><li>• Northern Finland SAFA</li><li>• Oulu City Disability Council</li><li>• Oulu City Council for the Elderly</li><li>• DNA Corporation</li><li>• TeliaSonera Finland Oyj</li><li>• Elisa Corporation</li><li>• Fingrid Oyj</li><li>• Kaijonharju Sub-Region Cooperation Group</li><li>• Kuivasjärvi Small Property Association</li><li>• ONE, Youth Council</li><li>• POF, Northern Oulu Smarts</li><li>• Oulu Association of the Finnish Association for Nature Conservation</li><li>• Oulu Artists' Association</li><li>• Oulu Cyclists</li><li>• individuals who have submitted their contact details</li><li>• Service areas of the city of Oulu</li></ul>	<ul style="list-style-type: none"><li>• University of Oulu</li><li>• Oulu University of Applied Sciences</li><li>• Student housing foundation of Northern Finland</li><li>• Technology Research Center VTT Oy</li><li>• Finnish Environment Institute SYKE</li><li>• Luke Natural Resources Center</li><li>• Oulu Region Education Consortium OSEKK</li><li>• Otokylä ry</li><li>• Oulu Chamber of Commerce</li><li>• Northern Ostrobothnia Entrepreneurs Association</li><li>• student organizations (OSAKO and OYY)</li><li>• Actors of Kaijonharju Center</li></ul>
	<b>owners of the land:</b>
	<ul style="list-style-type: none"><li>• Suomen Yliopistokiinteistöt Oy</li><li>• Senate Properties</li><li>• Technopolis Oyj</li><li>• Trevian Oy</li><li>• other private parties</li><li>• the city of Oulu</li></ul>

Note: English Translation by Google Translate of the original document published in Finnish. From *Linnanmaan ja Kaijonharjun Kaavarunko* 11.6.2019 (p. 62), by City of Oulu & Sitowise, 2019. Copyright 2019 by City of Oulu & Sitowise.

participants to review in an online survey alongside a public event at the Linnanmaa campus. Later, taking into account the opinions of the reviewers, the final proposal was drawn and its impact assessment was generated for final evaluation by the municipal administration board. As shown in Figure 16, the time frame of the project was outlined starting February 2018 till May 2019 to complete all the necessary steps of the planning process.

3. Listing of Stakeholders

Stakeholders for the proposed project are listed and informed through a press release regarding the initial starting points of the planning scheme. As Figure 17 shows, the participants considered are the property owners, landowners, residents and others on whom the development will make a significant impact. Government authorities and other companies whose areas of activity were being affected due to the town plan change brought by this project were also considered to be actively involved through the planning process.

4. Study of existing background data and development strategies

Various surveys and reports were analysed to understand the scope of work and the existing context of the planning area. The strategies already deduced in larger-scale development programs such as the new Oulu Master Plan 2016, Oulu Region Cycling Route Plan 2030, SYK Campus Vision 2040, Oulu Traffic Safety Plan and corresponding others were studied to take regional and local development goals into account. Important built environment factors such as noise, water and sewer networks, rainwater discharge, nature and landscape were determined as crucial starting points to work on.

At the same time, the campus of the University of Oulu itself owns potential cultural and historical values. The initial construction of this educational facility started in 1971 and continues to date. Architect Kari Virta who designed the very first campus layouts has made it accessible for endless expansion so the campus can evolve with progressing time and context. Along with the campus and the Technology village constructed in the 1980s gave opportunities for

supplementary construction such as student housing, residences, schools and commercial services in the Linnanmaa-Kaijonharju area. As per the New Oulu Master plan 2016, the planning and use of the area need to promote the innate cultural and historical values of such buildings and preserve their original architectural values. To support the deduced policy, the architects and planners highlighted the existing culturally valuable building stock in the targeted area to be considered intricately.

7. 3 Participation Strategies

The future of the Linnanmaa-Kaijonharu planning project was rather not a statutory zoning plan but a frame plan, known as kaavarunko in Finnish. Without any legal bindings to taken into account, this allowed the experts to explore the various potentials of the targeted area and focus on certain themes more elaborately. However, despite the frame plan not being legislative like the town plan or master plan, the planning experts in the city of Oulu yet follows the participation regulations set by the national policies when drafting them (K. Nykänen, personal communication, March 9, 2021). Accordingly, this project outlined participation in three different stages of the planning: starting phase, preparation phase and proposal phase. Apart from these official hearings, stakeholders could get in touch with the project experts to share their opinions throughout the planning process.

At the early stage of the project, as a participatory tool, a feedback survey was opened from May 7th till May 25th 2018 (City of Oulu, 2018). targeted to the residents living in Linnanmaa –

Despite, the frame plan not being legislative in nature like the town plan or masterplan, the planning experts in city of Oulu yet follows the participation regulations set by the national policies when drafting them.

Kaijonharju area. This allowed them to share their views on the current situation and their future visions for the area. The online survey was designed in Harava, which included map entries supported by open-ended questions sequenced in the following thematic manner:

- Background information of the respondents
- The current state of Linnanmaa and Kaijonharju area
- Current routes and connections
- Current parking arrangements
- Future of the Linnanmaa-Kaijonharju area
- Future parking solutions
- Additional Comments

Figure 18:

Pop up Workshop at University of Oulu



From *Linnanmaan ja Kaijonharjun Kaavarunko* 11.6.2019 (p. 66), by City of Oulu & Sitowise, 2019. Copyright 2019 by City of Oulu & Sitowise.



Within this 10-day time frame, 584 responses were submitted with 3264 map entries. This survey got an additional 353 more entries in comparison with the 2016 survey. It also proved that the participants had an increased interest to participate in such online participatory tools. To understand the current state of the area, the respondents were asked to mark on the map such places that they find pleasant, well-functioning as well as unpleasant and poorly functioning as shown in Figure 19. Markings were also requested for urban spaces or buildings they feel are unsafe as well as poorly managed roads and routes. On the other hand, to understand their future development aspirations, the respondents were suggested to point areas on the map where they would propose new residential zones, commercial services and business centres. The flexibility of the survey allowed the participants to even propose their new ideas and explain in detail their opinions regarding the scopes for development. The results of this survey were made accessible for all through the website of the City of Oulu.

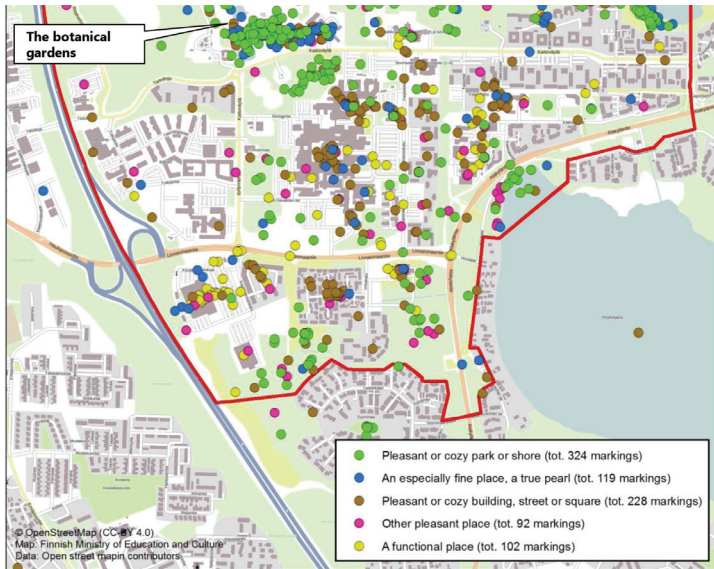
After progressing further with the starting information, two development scenarios were drafted which were then made public for the stakeholders to review. The review was conducted through an online survey which was open from 19th December 2018 until 31st January 2019 (City of Oulu & Sitowise, 2019, pp. 62–66). The aim was for the participants to compare the two available options from different perspectives such as land use, transport and green network. Along with this, they had the opportunity to answer more general questions and leave free comments. The replies from the free comments expressed the reviewers' great interest in following the development of the planning process.

Figure 19:

Map-based results using Harava

The places marked as pleasant included:

- The botanical gardens  
*"A beautiful place in every season", "A gorgeous park and recreation ground", "Unique"*
- The southwest shore of the lake Kuivasjärvi  
*"Magnificent view", "Beautiful nature close to home", "a pleasant path in the forest", "peacefulness, naturalness"*
- Kaijolahti park and the bridge to Kylmäniemi
  - *"A beautiful lake view", "a small, beautiful park that has, in addition to a play area, space for picnics and outdoor games", "a small effort and this place will become a true pearl"*



Note: On the right shows the results from the map entries by the participants for various pleasant locations around the planning area. On the left their manual entries and opinions behind their selections are described. From *Linnanmaa-Kaijoharju Map-based Survey Summary of the results*, by City of Oulu, 2018. Copyright 2019 by City of Oulu.



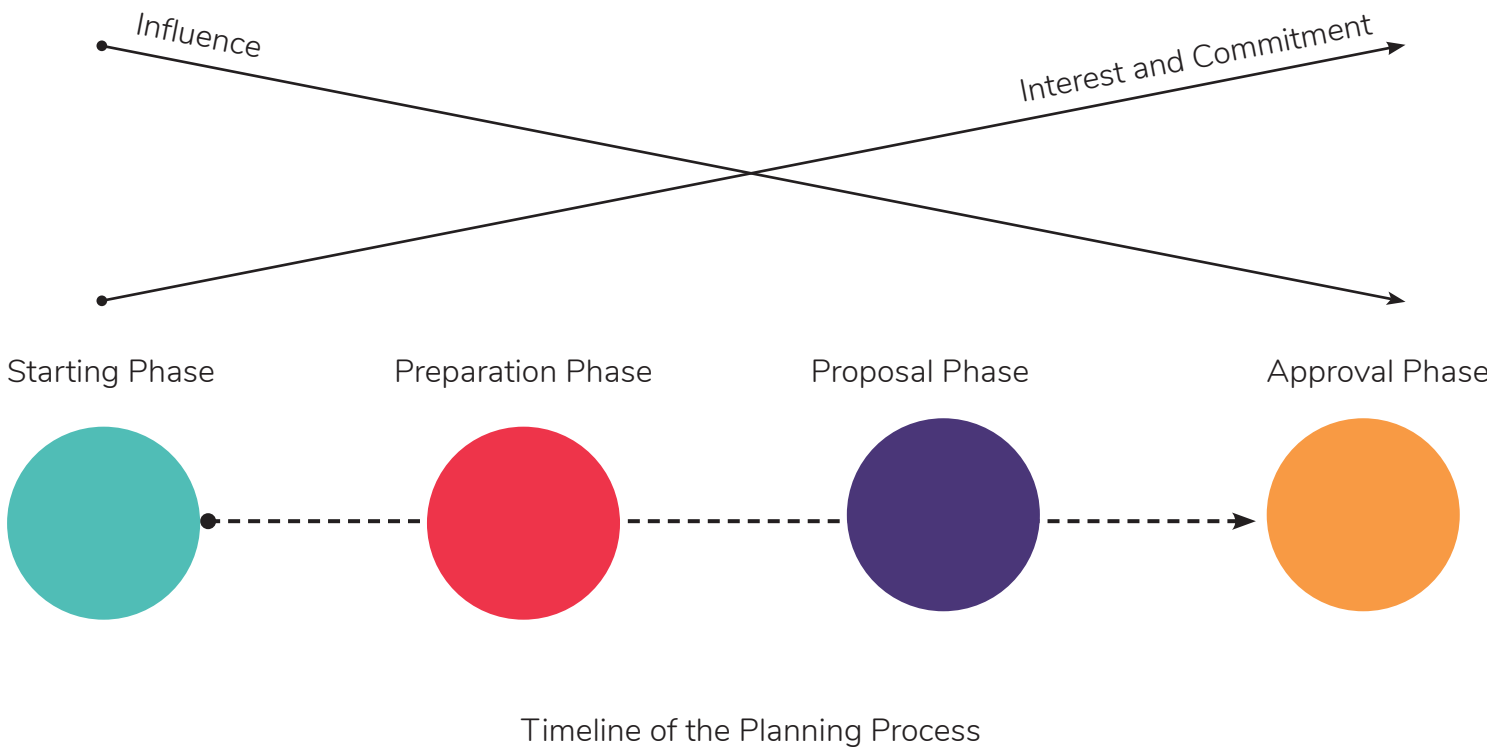
Experts suggest a hybrid model of communication using various digital tools which will make it accessible for citizen to share their views from anywhere, anytime and any stages of the planning process.

two segments. The first segment divided the participants into 6 smaller groups where they analysed the two development options from different viewpoints. 4 groups focused on land-use and the other two on transport and green environment respectively. On the second segment, the groups were shuffled and each had to create a final development scenario taking into consideration the reviews that came from the previous segment.

Overall the workshops each were designed to bring out effective responses from the three distinctive target groups who varied in age and background as well as had different uses and perspective of the Linnanmaa-Kaijoharju area. All the feedback that came from the review from the online surveys and the workshops were compiled in a structured report. The report also included a reply for each topic from the planners, explaining the feasibility of the changes that can be incorporated from the participants' feedback. These feedback reports were then published online on the municipality website making it accessible

Figure 20:

Influence of Participation



Note: The influence of people's participation has on the planning output is maximum at the beginning of the planning process while the interest and commitment is at its minimum. These two factors are inversely proportional to each other through the process which becomes a potential challenge for the planners. Adapted from *Urban and Land Use Planning in Finland and Germany* (p.34), by L. Behrend, 2017. Copyright 2017 by L. Behrend.

for the participants to see the impact of their feedback on the actual planning process. The final development picture was then generated compiling the conclusions from the two draft options and the participants' feedbacks where they were applicable.

### 7.4 Web-based Participation Planning – a toolbox for future smart cities

Technology innovation has transformed the way people communicate, becoming a pioneer tool for social and economic changes in many countries and Finland itself is no exception. A country where the mobile technology of Nokia was founded has applied its innovations of ICT in many aspects of everyday life. People's participation in the planning process was made compulsory in Finland through its reformed Land use and Building Act in 2000 which catalysed the research for ICT tools to support the new policy (Wallin et al., 2010, p. 139). At the same time, people got more enthusiastic about their living environment and the web-based participation opened a new platform for the experts to extract knowledge from the users to guide their planning decisions.

The country has been developing multiple web-based tools to promote participation in different stages of the planning. However, experts conclude that there is room for more development to successfully implement these tools in the actual practice (Nummi & Tzoulas, 2015, p. 163). They highlight the Land Use and Building Act of 2000 limits the scope of participation as it only allows



citizens and the stakeholders to comment on drafts proposals by the planners. They suggest a hybrid model of communication using various digital tools which will make it accessible for citizens to share their views from anywhere, anytime and at many stages of the planning process. These digital tools will help implement the practice of cultural planning which overlooks the present top-down approach dominated by administration and planners rather than supports a citizen-initiated planning process. The cultural planning process focuses on the planning task from the perspective of the inhabitants and their activities not from the physical attributes of the targeted area. This allows for the need for people's participation at a very early stage of the process. even before the experts start drafting proposals (Environmental Rights Database, n.d.). One such map-based survey tool called Harava made a breakthrough for Finnish planning practice and was used as an integral participation tool for the Linnanmaa-Kajonharu project itself.

Harava gathers information from a wider range of data for the experts to work on. As showing in Figure 19, the standard style of survey questions involves a map-based function where respondents can mark locations on the map related to the question. They can leave comments on the locations and express details on their opinion for their choice by adding videos or photos. Apart from just answering questions, it acts as a platform for respondents to contact the experts through the digital tool, engaging in open discussions on any defined subject. This tool was launched in 2013 by the Ministry of Environment, Finland as a part of the Action Programme on eServices and eDemocracy (SADe) by the Finnish Government (Ministry of Environment, n.d.). The use of the digital tool quickly took over the practice and almost 70 per cent of the urban cities and 60 non-government organisations have found effective results using the tool. According to the Joona Marjurinen (Ministry of Environment, 2013), Harava has already aroused interest in different parts of Finland which aims to improve the opportunities for citizen participation and to develop the flow of information between authorities, citizens and companies.

7.5 Planning Challenges

Participation allows for the people's opinions to be visible to the planners which surely makes the process inclusive but contrasting perspectives can sometimes become a challenge for the experts. Generally, only the most vocal and negative opinions are heard, however, it is equally important to bring forward other perspectives in the foreground (Uusimäki, personal communication, May 11, 2021). If there is a conflicting opinion at the starting point, the experts usually draft multiple options so that the stakeholders can then analyse the potentials and drawbacks of each option. This helps to extract more detailed information and come with a more refined proposal. Usually, architects have a set of vision of the land development picture when the project is conceived (K. Nykänen, personal communication, March 9, 2021). The alternate drafts tend to solve those common set of goals in their approaches, some in a more effective manner and some less effective. Generally, the opinions which support the vision are usually taken into account. The opinions which do not reflect it are analysed to find reasons to

counter the feedback.

Alongside, the medium of participation also decides on people's enthusiasm in participating in the process. People seem to be more eager when public meetings are held in schools and community halls where they can be physically present for the dialogue (J. Koivuranta, personal communication, March 31, 2021). Unless people have a significant personal impact on the planning target, they tend to be reluctant to participate through tools of feedback forms, survey or letters. Thus picking the correct tool of interaction plays a significant impact on the scope of participation received from the stakeholders.

During public meetings, experts tend to explain the development scenarios with the help of presentation tools. Normally it is very difficult for the participants to express their views from a zoning plan, so practitioners use the tools of perspective visualizations and plan to make the development picture more relatable to the participants. Finding more interactive tools for the presentation can improve the scope of participants feedback for future projects (J. Koivuranta, personal communication, March 31, 2021). During the proposal phase, the final picture is outlined and people are asked for their opinion for the last time during the planning process. It is very common for some fraction of people not to agree with the final proposal but it is also not possible for the experts to take every opinion into account. Architects try their best to support the opinions that best suits the project and the final decision on the proposed scenario always relies on the administrative board for approval.

A prime challenge for interaction during planning projects is the resource of time and its adequacy. As the interactive designer, Uusimäki states that it is really important to understand at which stage of the project, time should be invested for interaction because it tends to take time to collect feedback and process them into the project (Ansamaa, 2020). As per the graph of ' Influence of Participation' (Behrend, 2017, p. 34), it has been observed that the level of the impact participation can make on the planning decisions decreases with the progression of the project timeline. Participation at the beginning of the planning project seems to be more effective on the planning decisions when ideas are at their most organic state. As the process progressive furthers and ideas concretize, bringing potent change requires expert reviewing which usually makes the process longer and ineffective (J. Koivuranta, personal communication, March 31, 2021). Overall, to make interaction most useful, planners and architects should design the planning process with sufficient participation accessibilities during the initial stage.

7.6 Impact on the Stakeholders

The largest group of stakeholders in this project was the students of the University of Oulu and the planners found that these target groups are a very good audience for participation. They were quite innovative and very willing to sharing their opinions. Students who came from various disciplines of study brought their expertise into reflection on the area. Among the respondents, the biology students

highlighted the areas' exceptional natural flora and fauna and its importance to reserve these areas. The value of these natural environment comes from their personal experience fow which the experts had to move away from their initial proposal of construction in those locations (K. Nykänen, personal communication, March 9, 2021). Also, the international students and the people living there emphasized on conservation of the recreation routes and the green areas which is a character that is currently missing on the existing city centre. Active participation of the stakeholders brought fresh perspectives into play for the zoning experts to take into consideration, which otherwise might have not been highlighted intensively in the frame option.

Following the legal policies (Article 65 of the MRL), during the proposal stage, the planning experts need to provide feedback to the participants' opinions. The feedback contains the participants' views and how the experts have taken that into account during the planning proposal. However, at times when the opinion cannot be taken into consideration, the expert needs to clarify reasons why the opinion was left unaccounted for. This feedback plays a very important role in the participation model. At times, the participants can be strongly opinionated and it can led to lawsuits get involved during the process (K. Nykänen, personal communication, March 9, 2021). But the planner's feedback makes sure that participants feel appreciated about their contribution to the project. It reflects that their opinions played a strong role during the planning process and they have been analysed to derive the best solution for the development of their area.

At the same time, the national policies support the participants' rights to follow the planning progress through the access of documents that are available on the municipality websites respectively (Section 17 of the MRA and Section 25). The project plan generally summarises the planning procedure, a summary of zoning feedback expressed at various stages and an explanation of how each opinion has been taken into account during the planning proposal. This access to information allows transparent communication between the experts and the participants and at the same time increase participants awareness regarding the importance of their contribution to the process.

Reflecting more precisely on the Linnanmaa-Kajonharju project, the importance to preserve the green areas around Linnanmaa got highlighted through the framework planning process. Political campaigns and new business ideas targeted in the area promoted the environmental friendly paradigm through their actions generating awareness in the bigger context. Building construction policies made sure that the natural reserves are safely conserved and new construction limits itself within the safe zone. This shows that people's opinions catalyse into larger impact on the living environment and societal actions which are brought into the spotlight through participation opportunities.

7.7 Role of Architects

As an urban planner, it is very crucial to take into account not just people but also nature, traffic energy, noise and other critical

factors reflecting on the built environment. It can be quite challenging to understand the priority of these aspects in the targeted area from the existing results of studies and that's when participation becomes a critical tool. The participants can reflect more closely on the bigger picture from experience and guide experts to focus on the most important aspects that need attention in the targeted planning area.

The architects and planners working for the municipality of Oulu consistently take expert help from their interaction designer in the team to layout participation strategies and tools of communication at the beginning of the project. According to the current interaction designer of the city of Oulu, Mervi Uusimäki, working together always brings better results than everyone working individually (Ansamaa, 2020). At the same time, collective decisions allow everyone to win something and allows city developments to have these people to connect with. She also believes that interaction with citizens might not bring positive changes overnight but it acts as an awakening to the process. The interaction designer takes into account the following factors; why the dialogue is needed, when it should be carried out, how to implement it and for whom (Uusimäki, personal communication, May 11, 2021). Discussions not only brings perspective into the board but also the reasons that outline it, it helps to build trust and establish a sense of communality between different stakeholders.

Planners and architects play a huge role in influencing the direction of the planning proposal. They can impact which opinions to be taken into account and how the vision progresses from there. Even though the administration board has the final authority on the approval of the proposal but as experts, the professionals can have an influence on them to finalize the proposal at a certain development stage (K. Nykänen, personal communication, March 9, 2021). As a result, as professionals, it is crucial for them to work towards the most effective development picture of the targeted area and make comprehensive decisions from the participation feedbacks.

When part of planning projects, architects need to step away from the general aspiration of pursuing one personal design thinking. As well as during public hearings, it is important for them to have an open mind to hear different opinions and have an objective approach towards them. It is important to facilitate the discussions and give fair answers during conflicting opinions. Participations from different backgrounds provide opinions from the individual-user perspective and as architects, they need to connect all these different perspectives to create a complex interdependent story of the overall scenario.

According to the current interaction designer of city of Oulu, Mervi Uusimäki, working together always brings better results than everyone working individually.

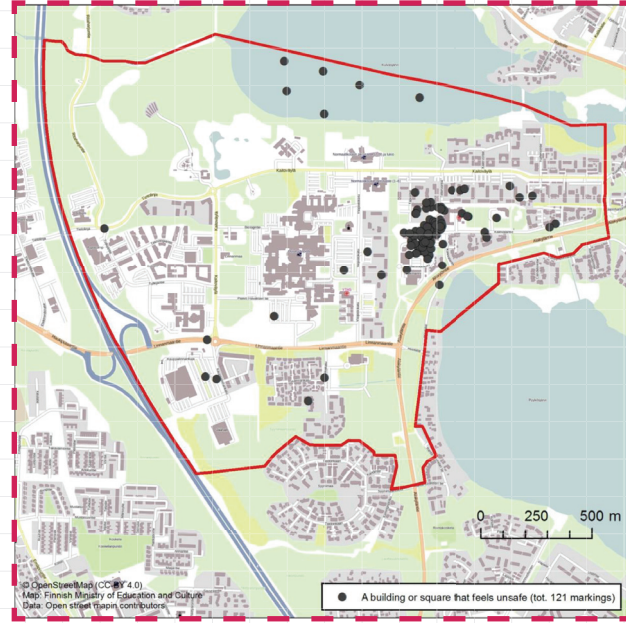




# TIMELINE OF THE PROJECT

**Resident Poll**

Future Kaijoharju resident survey



From Linnanmaa-Kaijoharju Map-based Survey  
Summary of the results, by City of Oulu, 2018.  
Copyright 2019 by City of Oulu.

**MAR - AUG****Report on factors:**noise, nature, landscape, traffic  
stormwater and utilities**European workshop**to extract ideas from the competition proposals  
into the final requirement.**Study trip to Netherlands:**to visit international references  
TU Delft, University of Amsterdam.**Functional profiling**

Multiple drafts were outline at this stage.

**Map Feedback Survey**To understand the views of the participants on  
the current context and future aspirations of the  
planning area.**Workshops for students, young people and experts**

3 workshops with different target groups



From Linnanmaan ja Kaijoharjun  
Kaavarunko 11.6.2019 (p. 66), by City of  
Oulu & Sitowise, 2019. Copyright 2019 by  
City of Oulu & Sitowise.

**Discussions with various parties:**

landowners, operators, city parties

**Information system open to all on the  
Linnanmaa campus till  
01/10/19.**

Draft option's feedback and its consideration

**2016****2017****2018****AUG - NOV**2 Sketch Frame  
Options shortlisted**2019****FEB - MAR**Schematic proposal and the master plan  
report preparation and impact evaluation.**DEC - JAN**

Formula Frame Options 11.12.18

Draft options to the Municipal Board

**Draft sketches on display 21.12.18 - 31.01.19****Discussion event on Sketch Frame options 10.01.19**Participations included landowners, property owners  
residents and any other group impacted by the change  
brought by the sketch frame developments.**Open online survey until 31.01.19****JUNE**Municipal board  
approves the final draft.**European 14  
Architectural Competition**17 competition proposals were  
received for the Kaijoharju  
competition in Oulu. The proposal  
were displayed in the Oulu campus  
in Autumn ( September - December).  
The competition ended on December  
1st.

From European 14 - arkkitehtuurikilpailun  
julkistamistilaisuus, Oulun kaupunki,  
([https://www.ouka.fi/ouka uutiset/-/asset\\_publisher/s4X4/content/european-14-arkkitehtuurikilpailun-julkistamistilaisuuteen-1-12-/50266](https://www.ouka.fi/ouka uutiset/-/asset_publisher/s4X4/content/european-14-arkkitehtuurikilpailun-julkistamistilaisuuteen-1-12-/50266) ). Copyright 2017 by City of Oulu.



From Linnanmaan ja Kaijoharjun  
Kaavarunko 11.6.2019 (p. 64), by City of  
Oulu & Sitowise, 2019. Copyright 2019 by  
City of Oulu & Sitowise.

**Figure 21:**

Timeline of the Future Linnanmaa-Kaijoharju Planning Project

Note: Highlighted events engaged participation by the stakeholder's of the targeted planning area. Copyright by Author.



# CO-CREATE JHENAIDAH

Figure 22:

Location of Jhenaidah in Bangladesh



From Jhenaidah, Wikipedia. ([https://en.wikipedia.org/wiki/Jhenaidah\\_District](https://en.wikipedia.org/wiki/Jhenaidah_District)).  
Copyright 2021 by Wikipedia.

## LOCATING City Of Jhenaidah

Figure 23:

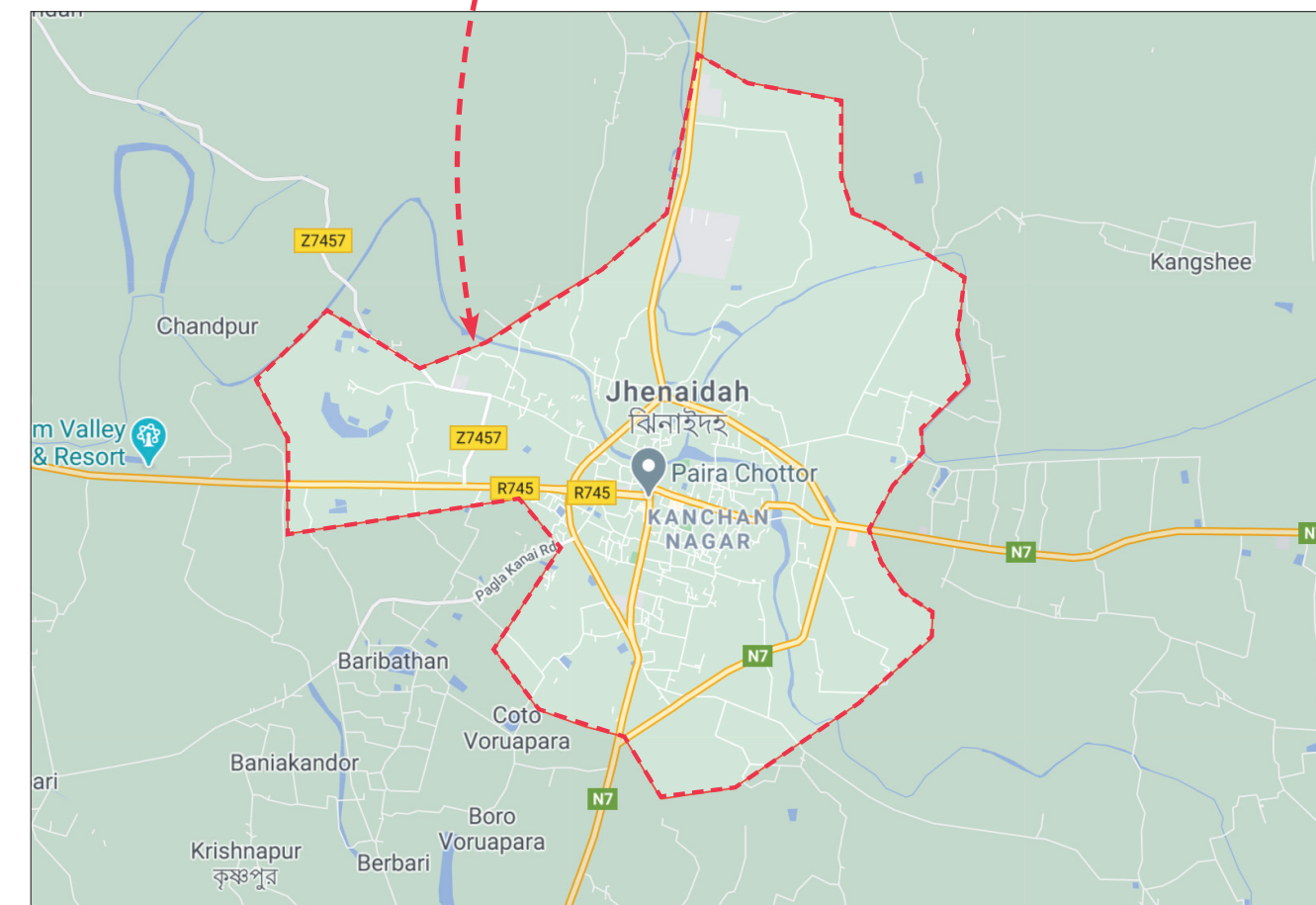
Jhenaidah District



From Jhenaidah District, Banglapedia. ([http://en.banglapedia.org/index.php/Jhenaidah\\_District](http://en.banglapedia.org/index.php/Jhenaidah_District)).

Figure 24:

City of Jhenaidah



From Google Maps. Retrieved on 27 April, 2021. (<https://www.google.com/maps/@23.5511545,89.1340535,13z>) Copyright 2021 by Google Maps.



## 8. Co-create Jhenaidah:

### 8.1 Jhenaidah – a river centric urban development

Jhenaidah municipality can be located in the southwestern part of Bangladesh within the Khulna division. It consists of 9 wards<sup>1</sup> and 34 mohallas<sup>2</sup> covering an area of 32.42 km<sup>2</sup> (Alam and Upoma Baidya, 2019). The city has developed on two sides of a river called Noboganga which acts as the central spine of the city. Due to its geographical location, the city does not fall at risk-zone for flooding or any other natural hazards common in Bangladesh. This river played a vital role in the dwellers' living environment supporting everyday life activities. However, rapid urbanization has damaged the natural environment clearing almost one-third of the municipality's natural reserve in the last 3 decades (Rahman & Azam, 2017, p. 12). Supporting the daily life activities such as bathing, washing and fishing, the river also helped in raising livestock and acted as a social hub during seasonal festivals. On the other hand, unplanned developments allowing improper drainage connected to the river has been polluting its water tremendously (Alam and Upoma Baidya, 2019, p. 53). Losing its intrinsic characteristics, the river started losing its connection with the city and its people. Gradually, the riverbank became a backdrop to neighbourhoods

This case study tries to re-establish the lost dialouge between the river, Noboganga and the Jhenaidah municipality, to reactivate the activities surrounding the riverbank.

and negligence gave rise to unsafe activities around it.

A city connecting with the river opens a new urban experience, a place for gathering and leisure activities that reflects culture and traditions away from the restraints of the urban centre (Hyde, 2017, p. 303). This case study tries to re-establish this lost dialogue between the river, Noboganga and the Jhenaidah municipality, to reactivate the activities surrounding the riverbank. During the process, it takes into account the aspirations of the locals to connect their needs to their future city.

### 8.2 Conception of the Project:

This city-wide project was only possible after an adequate communal strength was established in Jhenaidah over the years due

Figure 25:

Community mapping as a participatory tool



Note: Community mapping allowing participants to create spatial maps of their own community. From *The Essential Questions for Us as Architects*, by K. H. K. Kabir & S. Farzana, 2019. Copyright 2019 by Co.Creation.Architects

<sup>1</sup> An optional division of a city or town, espically an electoral district, for administrative and representative purposes.

<sup>2</sup> A community or a neighbourhood.

Figure 26:

Community profiling



Copyright 2019 by Co.Creation.Architects.

to the low-income housing project which started in 2014. Primarily, a network of architects in Bangladesh named POCAA in collaboration with prominent organisations was working in 5 different cities across the country. They saw the potential of people in such low income communities to take the lead on building their own homes. However, the system lacked trust in these people regarding the misuse of the financial support that was given to them. Secondly, despite upgrading their housing infrastructure into a permanent abode, the living standards of these low incoming communities were still not upgrading. This was because their lifestyle of living in unhygienic circumstances was not simultaneously developed by any general training (T. Alam, personal communication, January 23, 2021). These architects wanted to establish a new system where trust and good relationship with the people would be the foundation of the process and make them aware of better healthier lifestyles. Hence, they shifted to Jhenaidah trying to establish a renewed planning and design ideology in Bangladesh using community participation as an integral tool.

In the beginning, a Jhenaidah City-wide Community Network was initiated in 2015 with only five (05) member communities who created a common saving group among themselves (Alam & Baidya, 2019). Their goal was to save enough funding to be eligible for the application of seed fund by ACHR. ACHR provides two types of financial aid for city-wide development projects; a fund to build new residences or minor infrastructure development which can be for waste management, proper drainage or communal gathering spaces. The Jhenaidah City-wide Community Network was granted this funding for two running years with which member communities had successfully built new houses in their neighbourhoods starting in 2017. The fund money was taken

as a loan by one community at a time and then returned with an interest to the seed fund over a proposed amount of years. The duration of the loan reimbursement and the interest rate was decided by all the members of the network altogether. Once the first community returned their loan, the second community would use it for the construction of their homes. A circular financial flow was established due to this process which at the same time created a strong bond of trust between these communities. Over the years as the fund increased, the network granted its members access loans from the fund for new economical interventions or safety net during emergencies. Communities in Jhenaidah became financially empowered and fresh entrepreneurship upsurged local economic development in the municipality.

Furthermore, to understand the physical attributes of these communities which make up the city of Jhenaidah, the architects initiated community profiling. As figure 25 shows, this process was implemented through participatory tools of community mapping, which created a spatial layout of every settlement and a standardized document, which covered all basic information of a single settlement. Community mapping helped to understand how public, semi-public and private spaces are distributed throughout the community. It brought out the important relationships between spaces and functions which were integral to activate social life into these neighbourhoods. Along with Bangladesh, Indonesia, Philippines, Myanmar and Cambodia who are members of the ACHR network were using similar profiling technique adapted from the principal model created by SDI (S. Farzana, personal communication, January 17, 2021). The profiling document allowed various forms of information to be collected both quantitative and qualitative. The general themes



Figure 27:

Pages from the interactive form used for community profiling in Jhenaidah.



covered in the community profiling document are listed below:

1. Area and boundary
2. Geographical location in co-ordinates
3. Contacts of important personnel in the community
4. Establishment and history
5. Land ownership, as shown in Figure 27.
6. Population and Structure detail
7. Challenges due to location, as showing in Figure 28.
8. Eviction issues
9. Water sources for living
10. Sanitation infrastructure assessment
11. Garbage disposal and collection
12. Health service
13. Electricity
14. Communication system
15. Education
16. Public & commercial services
17. Local governance and networking

This task brought different age groups within the community to work collectively. As the young generation now had access to education, they would help the adults fill in the information, while the elders contributed by reviving the history of the community. Additionally, to make the process more engaging for those living in these low-income communities with limited access to education, the document contains pictorials and illustrations on every page, as shown in Figure 26. This participation technique helped the professionals understand the context and at the same time made the people aware of the strengths and weaknesses of their neighbourhoods.

The initial strategic support groups of Jhenaidah City-wide Community Network were POCAA, NGO Alive, Jhenaidah Municipality, Polytechnic Institute of Jhenaidah, Jhenaidah Chambers of Commerce and similar municipal associations. POCAA, the representative team from Bangladesh for CAN, got the opportunity to attend multiple participatory urban planning projects across Asian cities. Through this international collaboration with CAN, POCAA saw the potential of inclusive city

planning however they were still unsure about the effectiveness of this large scale practice in the context of Jhenaidah. Following this, the project of “Co-create Jhenaidah” was conceived and the aims were outlined as below:

1. A river based urban realm which would create a dialogue between the river, Noboganga and the city of Jhenaidah.
2. Identify existing urban problems and solving them with people's participation
3. Responding to basic human needs by working with and empowering vulnerable communities of the city.
4. Involving local governance in the co-creating process to establish an example of inclusive urban planning process in Bangladesh.

### 8.3 Participatory Strategies

In 2017, POCAA started to strengthen their network by reaching out to different support groups that were actively working in the city of Jhenaidah. So, they started with on a particular urban issue and conducted workshops on ways to improve the pedestrian pathways. They used the visual tool of drawings and model making with verbal discussions to explore the thoughts of these groups on their everyday challenges in the streets. The tool of drawing often brings out elements the participants are thinking unconsciously which usually are left out during conversations (T. Alam, personal communication, January 23, 2021). During the workshop, the groups were dividing according to age distribution, profession and gender to understand the perspective of different users. The groups included the following:

1. Municipality Group
2. City-wide Community Network
3. Education Group
4. Design Support Group
5. Cultural Group
6. Human Resource Development Group

The activity generated many progressive ideas and reflected the users' strong sense of ownership of the city. These support groups themselves interconnected their goals and established mutual relationships, creating a new network which is called “Jhenaidah City-wide People's Network”(Co.Creation.Architects, 2020a). With the municipality participating in the network, the citizens of Jhenaidah got empowered as it established a direct platform for communication between the officials and general people which was previously absent. The architects saw the strong, positive spirit the people had to bring improvements to their city and they decided to move forward with the project of “Co-create Jhenaidah”.



Figure 28:

Poster of Can Co-create Jhenaidah Workshop



Copyright 2019 by Community Architects Network (CAN).

Figure 29:

Perspective visualization of the Phase I Noboganga River Bank (Ghaat) Development.



From What kind of city do we want? by Citizens of Jhenaidah City, Jhenaidah Municipality, Co.Creation.Architects & ALIVE, 2018. Copyright 2018 by Co.Creation.Architects Publication 2018.

Figure 30:

Open spaces amd water resources mapping and connections to the river of Jhenaidah City.



From Why should cities be co-created? by Community Architects Network, 2019. Copyright 2019 by Community Architects Network.



## Inclusion of heterogenous groups and transparency within the system can build successful citizen's network leading to equitable and sustainable future cities.

associated groups have evolved to enhance effective collaboration within the network.

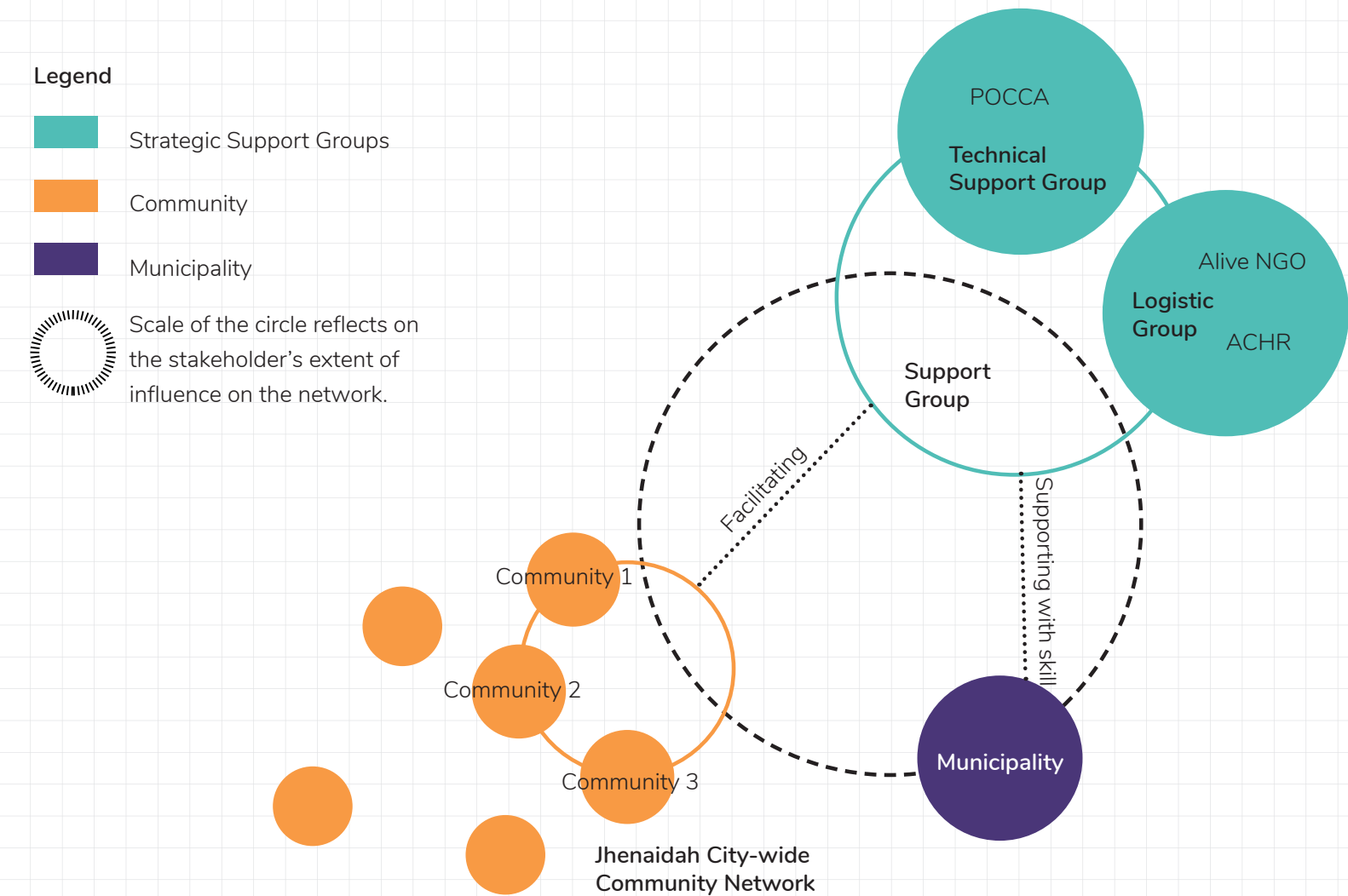
Initially, the Jhenaidah City-wide Community Network had five (05) founding communities in 2015 being facilitated by the support groups on a large scale. The core support groups included the technical team run by POCAA while the logistic team by ACHR and a local NGO in Jhenaidah called Alive. These support groups tried to collaborate with the local government body with their professional skills. As Figure 31 represents, at that early stage, the participation of the municipality was still very minimum. To keep this platform active, the technical and logistics group played the bigger role trying to interlink the communities and connect them with experts to guide them through the housing process.

In her study, Baidya (2016) tries to predict how these dynamics would transform during the later stages of the housing project which is reflected in Figure 32. Her findings show an improvement in the municipality's participation in the organisational dynamics. The enrolled communities in the network will create a horizontal exchange of skills and knowledge helping each other through the process. Their success stories will inspire new communities to join the Jhenaidah City-wide Community Network. As the communities become more experienced with the tools and processes, their reliance on the support team will decrease. The support teams can now work as consultants delivering their professional skills to the community and the municipality. Through this network, these low-income communities would finally establish a dialogue with the local municipality and collaborate on new developments for the neighbourhoods.

With the urban planning project of "Co-create Jhenaidah", the citizens' network in the city has expanded considerably since the Jhenaidah City-wide People's Network was established in 2017. As Figure 33 highlights, the founding support groups have been working since and new support groups from divergent backgrounds have now been collaborating through this network. POCAA has developed their own dedicated Jhenaidah team called Co.Creation.Architects. This team of architects been consulting in urban planning and housing projects in Jhenaidah while actively living amidst the communities. Meanwhile, POCAA associated with CAN has brought international experts and communities to transfer their skills to the Jhenaidah network exposing people to

**Figure 31:**

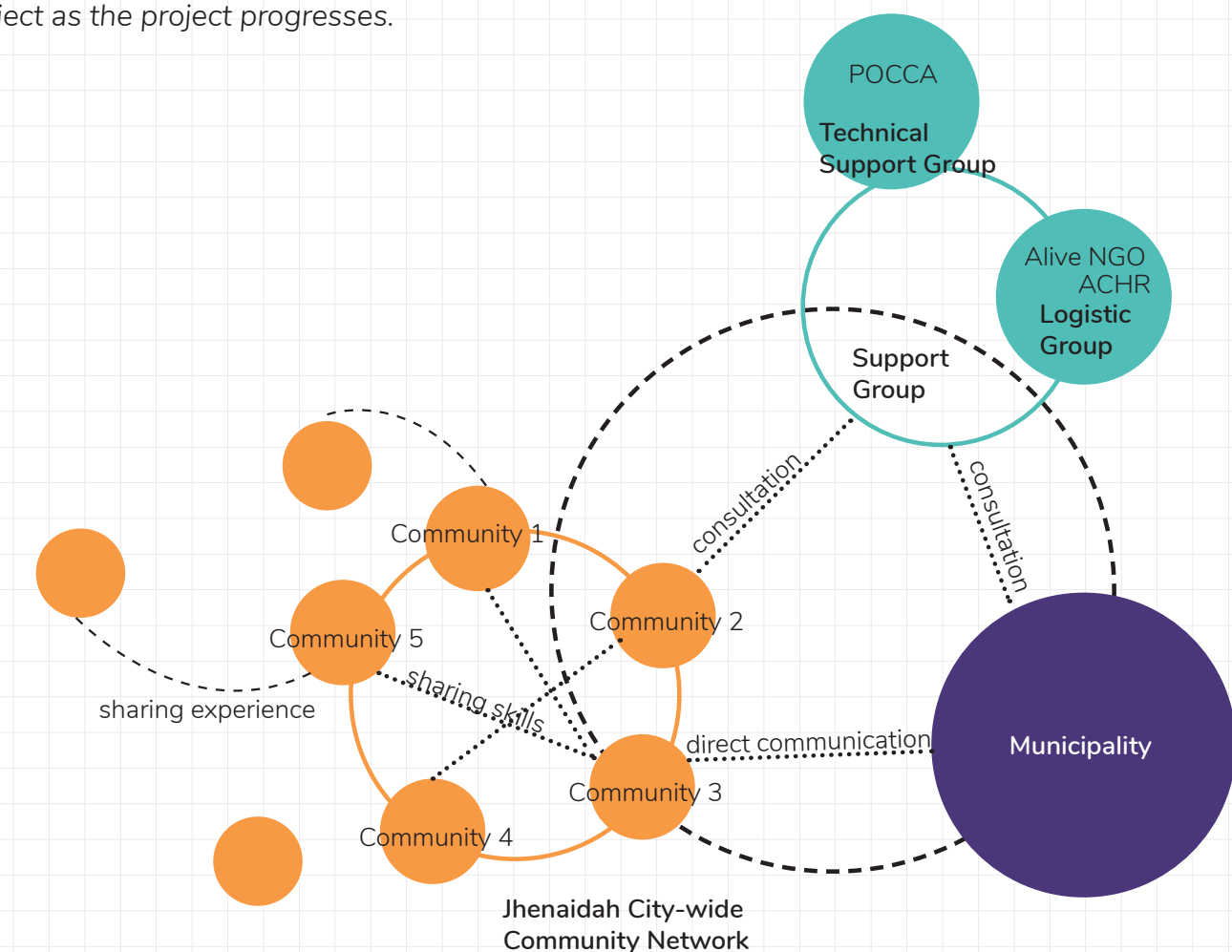
Diagram representing the relationship of Jhenaidah City-wide Community Network members and other stakeholders at the beginning of low income housing project in 2014.



Adapted from Architects' Role in Development: Analysis of City-Wide Slum Improvement Projects from Bangladesh. (p. 59), by E. U. Baidya, 2016. Copyright 2016 by E. U. Baidya.

**Figure 32:**

Diagram representing the relationship of Jhenaidah City-wide Community Network members and other stakeholders of the low income housing project as the project progresses.



Adapted from Architects' Role in Development: Analysis of City-Wide Slum Improvement Projects from Bangladesh. (p. 59), by E. U. Baidya, 2016. Copyright 2016 by E. U. Baidya.

Meanwhile, as the network was expanding, the city of Jhenaidah hosted "CAN Co-Creation Jhenaidah" workshop in June 2019 where 15 international, 23 national and 50 local participants attended (Co.Creation.Architects, 2020b). The participants were divided into three groups to address specific urban issues that were highlighted in the previous workshop. The issues included:

1. Open urban spaces in connection with the river, Noboganga
2. Urban streets
3. Urban low-income communities

As Figure 30 shows, this workshop also used the tools of focus group discussions and visual tools of drawings, mapping and model making. Along with these techniques, the participants constructed a 1:1 scale pilot study to help them experience their ideas in real life. The pedestrian pilot model was walked by the people of the city and the municipality officials to understand the feasibility of the proposed design. With each group having architects as facilitators of the workshop, the proposed ideas were instantly worked into detail to create technical drawings and 3d-modelling. The workshop ended with each group presenting their ideas to all participants and the municipality. As a result, the final output of the workshop became concrete and ready to be advanced into the next stage of planning.

Following the workshop, the proposed design for the development of the pedestrian pathway started its construction at the end of 2019 and was completed during the middle of the year 2020. Riverbank development, ghaat<sup>3</sup>, construction has been implemented in phases as shown in Figure 29 and currently the extension (Phase II) is under process. These transformations already started to regenerate the connection between the people of Jhenaidah and the river, Noboganga. Social gathering spaces of the communities have returned towards the riverbank and an improved pedestrian pathway has interconnected the river into the urban fabric.

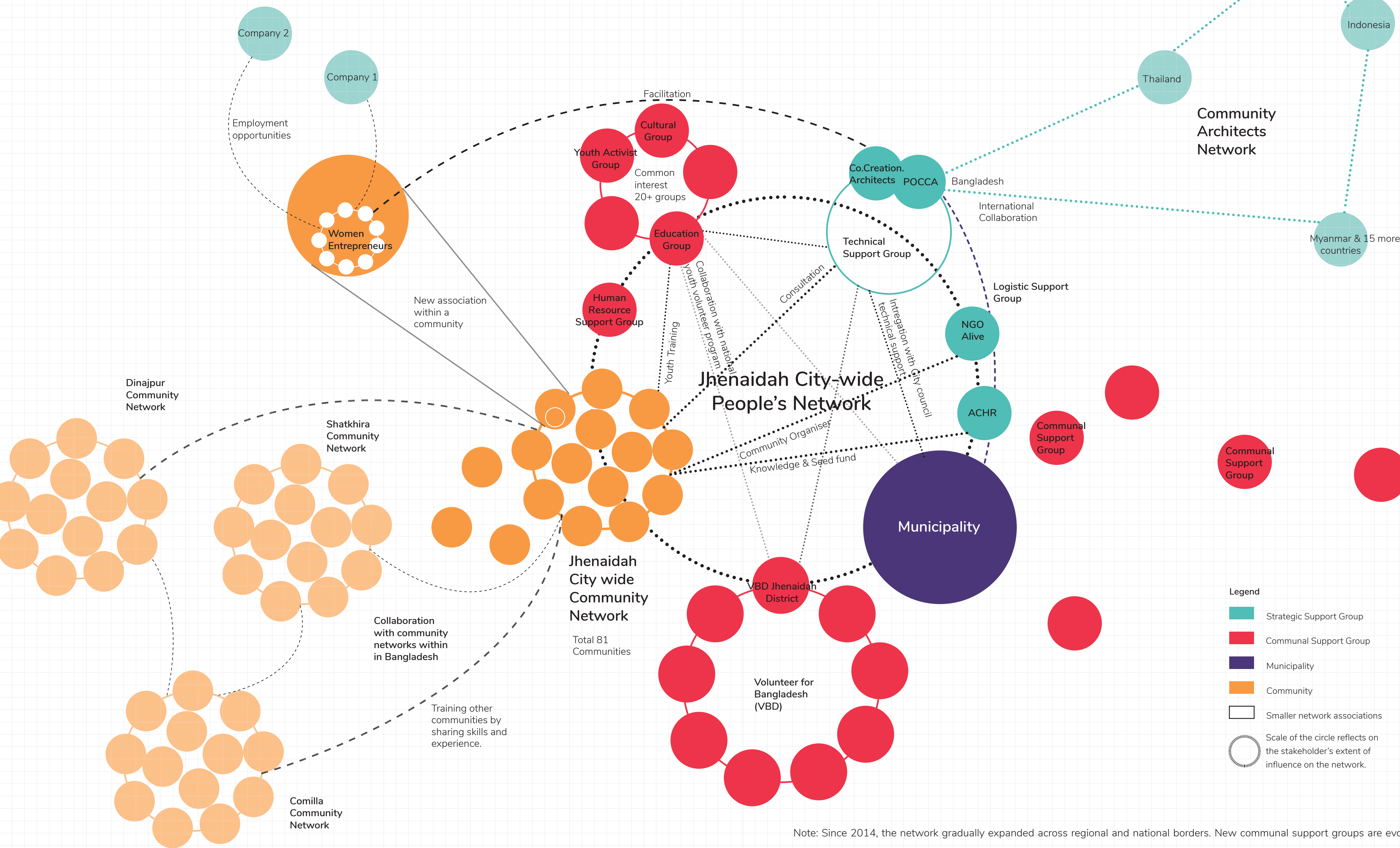
### 8.4 City-wide People's Network – a platform to find one's role in the big picture

Citizen association groups can greatly influence the process of urban planning by interlinking divergent groups from a population (Enqvist et al., 2014, p. 24). However, the communication structure of such groups tends to impact their role and contribution to the planning process. The inclusion of heterogeneous groups and transparency within the system can build a successful citizen's network leading to equitable and sustainable future cities. Similarly, the city-wide networks in Jhenaidah acted as catalysts during the planning process for this project. With time, the roles of the

3  
3 A broad flight of steps built by the riverbank to allow process to the water for bathing, washing and collecting water.

Figure 33:

Diagram representing the current relationship of Jhenaidah City-wide Community Network members and their collective local, national and international networks at the end of 2020.



Note: Since 2014, the network gradually expanded across regional and national borders. New communal support groups are evolving in Jhenaidah and joining the network to implement their initiatives to upgrade the city. The communication between the municipality and the communities have strengthened significantly. Copyright by Author.



Figure 34:

Impact of People's Participation on different aspects of societal infrastructure in Jhenaidah low income communities.



global perspectives.

New support groups with a background in culture, education and youth empowerment brought fresh ideas to the organisation. Within themselves, they have found common interests and started progressing towards achieving these goals. The local government of the municipality has increased its participation gradually over the years and been in association with the logistic group members to boost progress. This active presence of the municipality in this network has allowed constructing a cooperative relationship between the city people and the government body. It created a platform for the people to portray their narrative for developments to the ones with administration control.

Jhenaidah City-wide Community Network has united 81 low-income communities under one umbrella since 2014 (S. Farzana, personal communication, January 17, 2021). Through years of collaborative practices, these communities have successfully empowered each other to take leadership roles to bring transformative changes to their own neighbourhoods. Representing this network, people from these communities have reached out to different regional cities across Bangladesh to mentor other low-income communities through similar housing development models. They have shared their skills, experience and knowledge with others which vested a sense of ownership in them towards this network.

Collective saving groups within these communities availed opportunities for new entrepreneurship. Using this opportunity, a group of women in one of these communities have taken the initiative to invest in their handicrafts skills. These women who are home-bound to look after their children and family have constraints to pursue a professional carrier. This leads to financial dependency on the males in the family which is a root cause for the patriarchal society in Bangladesh. Facilitated by architects from Co.Creation. Architects this group of women have founded their own network within the community to pursue their financial aspirations. This women-led group has constructed themselves a handicraft centre in their community and have been employed by different textile companies across the country to supply hand-made products. Smaller networks have started to emerge from this bigger scale People's Network which brought divergent groups of people under one umbrella and exposed them to local, regional and international collaborative practices.

### 8.5 Planning Challenges

Originally, the inhabitants of the city lacked a sense of communality within themselves. Due to the large gap between social classes, most people living in the urban areas in Bangladesh lack social integration. Working together to solve communal or urban problems were never been practised in this context beforehand. The collaborative atmosphere and mutual trust between city-dwellers were the primary challenges of this inclusive planning process. Establishing both the Jhenaidah City-wide Community Network in 2014 and the Jhenaidah City-wide People's Network in 2017

was crucial to create a social mix and bring people from various backgrounds together within one platform.

Secondly, a statistical database regarding low-income communities of Jhenaidah was absent as a resource for the architects and municipality to use for planning purposes. Not only that, the people living in these communities lacked knowledge regarding their own community's demographics and public infrastructures. As a result, there were inadequate background studies to understand what was required for future planning and also not enough information to evaluate its efficiency (T. Alam, personal communication, January 23, 2021). To overcome this challenge, the architects implemented community profiling from the very early stage of the housing project. From 2014 till 2021, so far 63 communities have been successfully profiled while 18 communities are still in process (S. Farzana, personal communication, January 17, 2021).

Thirdly, the people were unaware of their role as urban actors and their rights as citizens towards their own city. Every actor of the city has an important contribution to its complex system for it to run efficiently. However, due to a lack of knowledge and awareness, most of the low-income people feel insignificant regarding their contribution to the city. Not just that, Alam (personal communication, 2021) also believes they are not even conscious of how important their participation is crucial for sustainable future planning. This is due to decades of social discrimination and lack of support workshops from the city governance and administration. Hence, since the very beginning of their practice in Jhenaidah the architects arranged informal meetings to mentor the locals regarding their strengths, making them aware of how their participation and contribution collectively can bring positive changes to their built environment.

According to SPARC's statement (ACHR, 2000, p. 6), qualitative changes in grassroots organizations of South-Asia is only possible when women are actively engaged on it. From years of experience, they have found women to be exceptional participants in comparison with men. Women in these low-income communities who spend most of their time within neighbourhood boundaries are more aware of the reality of communal challenges. Simultaneously, they generate a horizontal network of exchange with each other talking about these issues. However, living in the male-dominated society of Bangladesh, women usually are given no voice in communal meetings when stakeholders reflect their views during decision-making. As a result, from the very beginning of their work, architects in Jhenaidah gave special focus on women's contribution during participation to make the process successfully inclusive. (M. Alam, personal communication, January 20, 2021). A recent study in Jhenaidah stated that this small step has brought massive changes in women's confidence in Jhenaidah over a short span of time. The study deduced the following:

Since 2015, a great change can be noticed in behavior of the women, from being scared to speak at all in front of any male presence (then) to proudly present themselves as 'community leaders' to outside visitors (now). (Alam & Baidya, 2019, p. 53)

## 8.6 Impact on the Stakeholders

From 2014 till today, participatory design and planning approaches have brought positive trends in the lives of people in Jhenaidah. As shown in Figure 34, it has improved the strength of community, created networks between city actors, gave rise to local economic developments and empowered the women in the society. In spite of all the challenges, the citizens of the Jhenaidah have a positive attitude towards its improvement. The identity and emotional values of the city are well protected by its people who are immensely proud of the place they live in (Kabir & Farzana, 2019). This positive spirit became the foundation for an inclusion model of the Jhenaidah Citywide People's Network. It became a collective platform that brought in people from all social backgrounds providing them all with equal rights in decision making. Furthermore, it connected activist groups with similar objectives to team up and work together in their common goal. Restricting any personal agenda, this network acted as a neutral space for different groups to collaborate together collectively which is crucial for resilient city planning (S. Farzana, personal communication, January 17, 2021).

Despite the ideal bottom-up model that is encrypted into national planning legislation, the reality is quite the contrary in this context. The presence of an extreme hierarchy in power dynamics between regional, provincial and local administrations never made it accessible for the stakeholders to contribute to the planning process. Over years of this practice, people got habituated to wait for the authorities to take matters into action which in turn made the officials ignorant to people's problems. This resulted in a gap between the officials and the general people which however slowly started to overturn after the formation of Jhenaidah City-wide People's Network. People got the confidence to approach the city authority not with just their problems but with solutions that can be taken into consideration (T. Alam, personal communication, January 23, 2021).

In 2019, a low-income community called Shatbariya residing along with river Noboganga approached the administration with a proposal and fund to build a ghaat along their settlement's riverbank. This was a major achievement of the city as it was the first time a low-income community and the government body collaborated on a project together. Similarly, later the Jhenaidah City-wide Community Network generated a GPS mapping with the content generated from community profiling of the member communities and shared it with Co.Creation.Architects and the Jhenaidah Municipality to make the future planning process more efficient. Slowly, a progressive bottom-up planning approach started to establish within the city which set an example for more cities across Bangladesh to follow up on.

"CAN Co-create Jhenaidah" workshop had a strong impact on the city dwellers of Jhenaidah making them aware of their own capabilities to solve future challenges. While analysing the progress of this workshop, it was realised the success was beyond the physical changes that were visually appearing in the city (S. Farzana, personal communication, January 17, 2021). The intangible network between the people of the city was strengthened immensely empowering the city as a whole.

Participatory planning is a process and architects need to make sure that the process continues even after their official scope of work is completed.

## 8.7 Role of Architects:

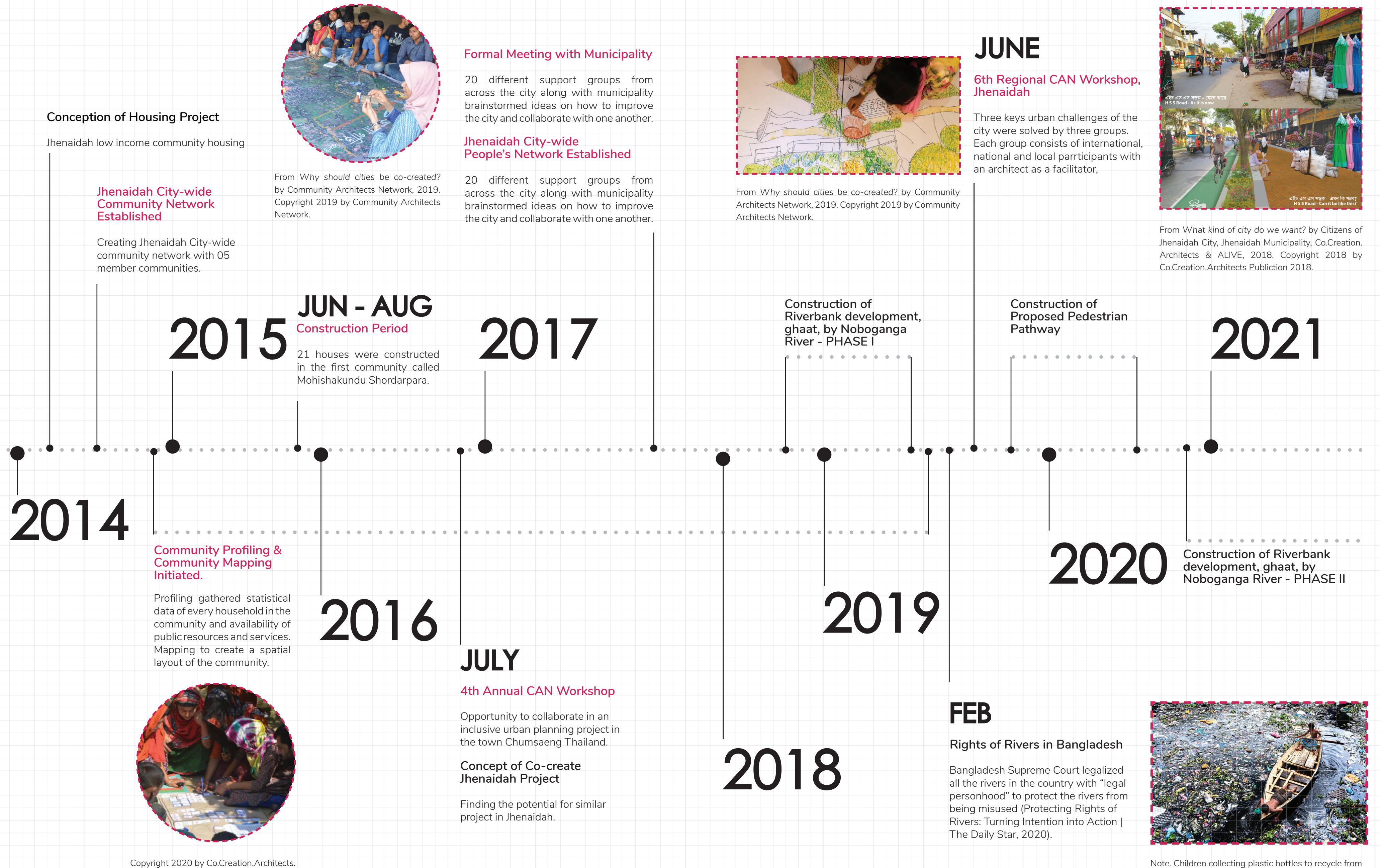
The architect's role should not only be constricted within the profession rather additional personalities should be expressed during the participation process (Kabir & Farzana, 2019; Swapan, 2013). Collective planning creates a two-way learning platform where stakeholders and experts share their ideas to conjugate a more effective solution that cannot be derived independently. However, for this to be work successfully, mutual trust needs to be built between the participants which usually becomes the primary challenge for architects who practice such discipline. It is important for architects to accept the limitations that come with their profession and at the same time be open to learning through collaboration with different experts and target groups (M. Alam, personal communication, January 20, 2021). Furthermore, the architect believes that her experience of co-creation projects have made her more critical to economical influences and societal norms during her design thinking.

Often external factors such as political influence and perverse planning system, influence the role of the planners in developing countries like Bangladesh. In a study exploring the current practice of planning in Bangladesh, the author highlights these factors and their impact on the planning profession (Kabir & Farzana, 2019). From the perspective of the architects in Jhenaidah, they are trying to overcome these factors by establishing a fair and collective practice model. By considering themselves as a member of the community allows them to analyse it with a fresh perspective. It makes it accessible for them to learn from the experiences of stakeholder's day to day life experiences, allowing them to determine the existing challenges. From years of experience, they have deducted that it is essential to pin out the right questions during participatory activities rather than collecting all the answers.

Architects during this planning process act as facilitators (T. Alam, personal communication, January 23, 2021). The architect interviewed also states that if the experts are always available to solve the problems for the people, the inhabitants will grow a dependency for external support. While doing it collectively, people become aware of the source of the problem and learn how the solution is derived. This empowers them and makes the system sustainable as they can now themselves resolve similar issues in the coming future. Participatory planning is a process and architects needs to make sure that the process continues even after their official scope of work is completed.

# TIMELINE OF THE PROJECT





Copyright 2020 by Co.Creation.Architects.

Note. Children collecting plastic bottles to recycle from a polluted river in the capital of Dhaka, Bangladesh. From *This country gave its all rivers its own legal rights*, by Vox, 2019. Copyright 2019 by Kazi Salahuddin Razu.

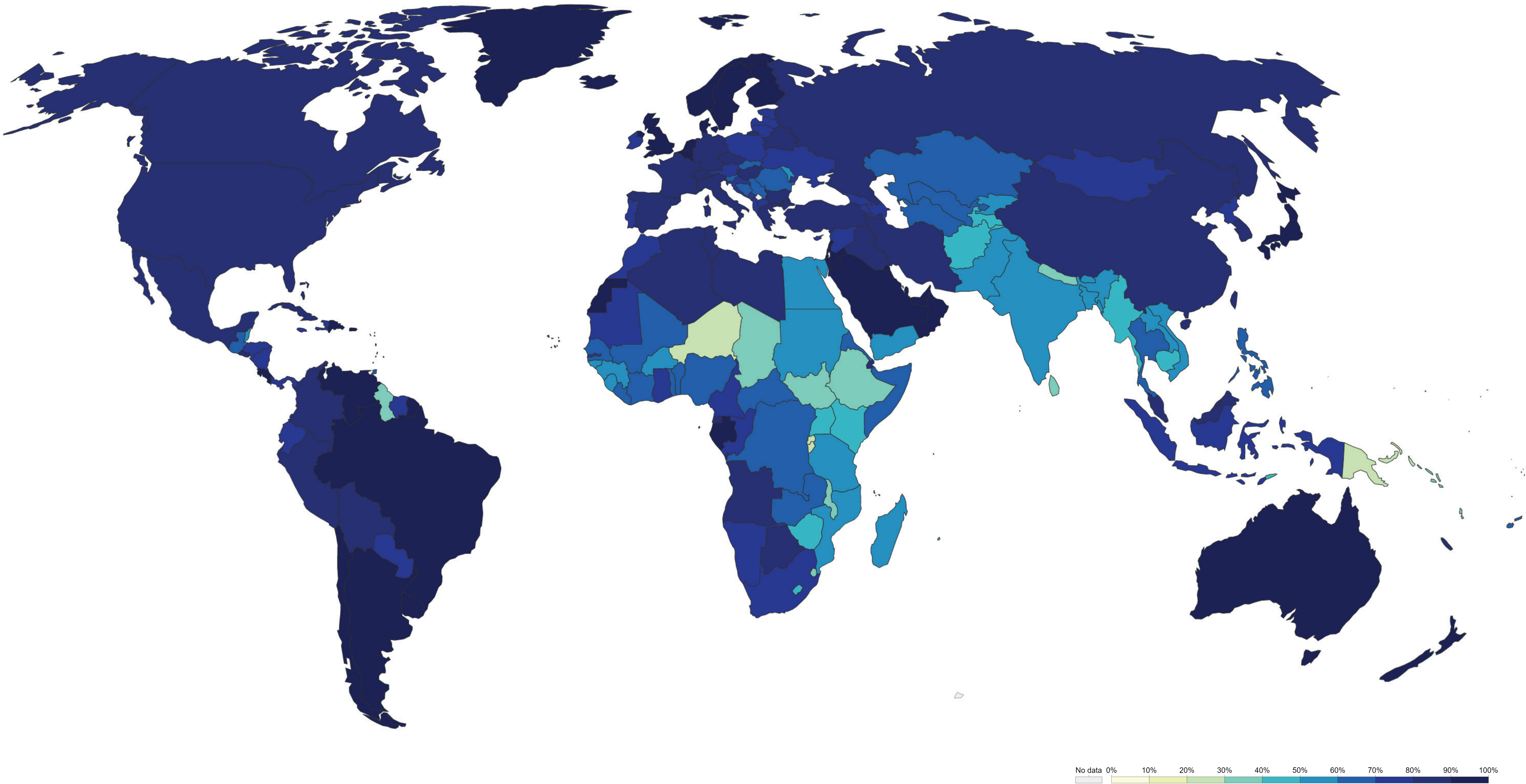
Note: Highlighted events engaged participation by the stakeholder's of the targeted planning area. Copyright by Author.



# GLOBAL PERSPECTIVES



**Figure 36:**  
Share of the total population living in urban areas, with UN urbanisation projections to 2050.



Note. Urban areas are defined based on national defintions which can vary by country . From *Urbanisation, Our World in Data*, 2018.  
(<https://ourworldindata.org/urbanization>). Copyright 2018 by Our World in Data.



# 9. Towards Inclusive Planning – Reflecting from Global Principles set by New Urban Agenda 2030

## 9.1. Inclusive Planning Practice

Planning practice around the world is often dominated by institutions and politics due to its close link with land acquisition and its decision making. Although since 2008, planning policies are given more consideration to their impacts on shaping future cities and the global economy. According to the policies in New Urban Agenda, it is considered to reconstruct the current planning system targeting to achieve ‘inclusion of all’ (United Nations, 2017b, p. 7). While sustainability has been measured in relation to its environmental and economic factors, social sustainability serves to be the base for both former aspects of sustainability (Kleis, 2020, p. 28). NUA acknowledging this paradigm focuses on social inclusion throughout its recommendations for future urban planning practice.

On the big picture, the agenda sets global criteria of future cities and human habitations. It envisions having sufficient standard housing for everyone despite their social backgrounds (United Nations, 2017b, p. 17). Settlements will have access to safe water and sanitation and quality goods and services will be available for all. Public spaces will be safe and inclusive as well. It will promote social integration and cultural interactions. Urban policies and services will supply equal scope for men and women. Women empowerment in decision-making skills will be enhanced while supporting their security and safety in both private and public spaces. A sustainable economy is foreseen where local economies will be strengthened which will increasingly support the national economy. Regional and provincial authorities will fulfil their territorial duties and support cooperation across administrative boundaries to set up sustainable urban growth on all scales. Significant attention will be given to transport and mobility keeping in mind they are both age and gender-responsive. While doing so, keeping the natural landscape and ecosystem intact and minimizing the effects of climate change, natural and man-made disasters.

To achieve the above-mentioned goals, a massive change in urban planning practice will reform in many countries. Previously most of the planning theories were sourced from authors or publisher from the North reflecting the Northern context. However, lately, it has begun to evolve, and more global perspectives have come under focus with New Urban Agenda merging a common aim for all. Throughout the entire NUA, the concept of inclusiveness has been often used. Not only that, it pays additional focus to vulnerable participants whose involvement is often left unaccounted for. It states that,

We recognize the need to give particular attention to addressing multiple forms of discrimination faced by, inter alia, women and girls, children and youth, persons with disabilities, people living with HIV/AIDS, older persons,

Everyone including government bodies, institutions and residents should work towards encouraging and promoting these rights.

indigenous peoples and local communities, slum and informal-settlement dwellers, homeless people, workers, smallholder farmers and fishers, refugees, returnees, internally displaced persons and migrants, regardless of their migration status (United Nations, 2017b, p. 9).

Urban planning practice often overlooks these stakeholders as challenges but the New Urban Agenda brings a reformed perspective of using existing vulnerabilities as opportunities for a positive future.

The framework of the agenda has its own intrinsic process which sets a base example of how urban planning practices should be exercised globally. As figure 37 summarises, initially it starts off with the shared vision which should be generalized for all projects and finally aiming into focused goals complimenting the opportunities and challenges of a more specific scenario. It also generates awareness for participation during the decision making process and inclusion of all as target groups. Through sustainable development strategies and means of a contributory system of implementation, it creates an urban policy of equal opportunities for all, symbiotic to nature and mitigating global issues. It concludes with follow up and review of the process, which makes it dynamic, flexible, and sustainable which develops with time.

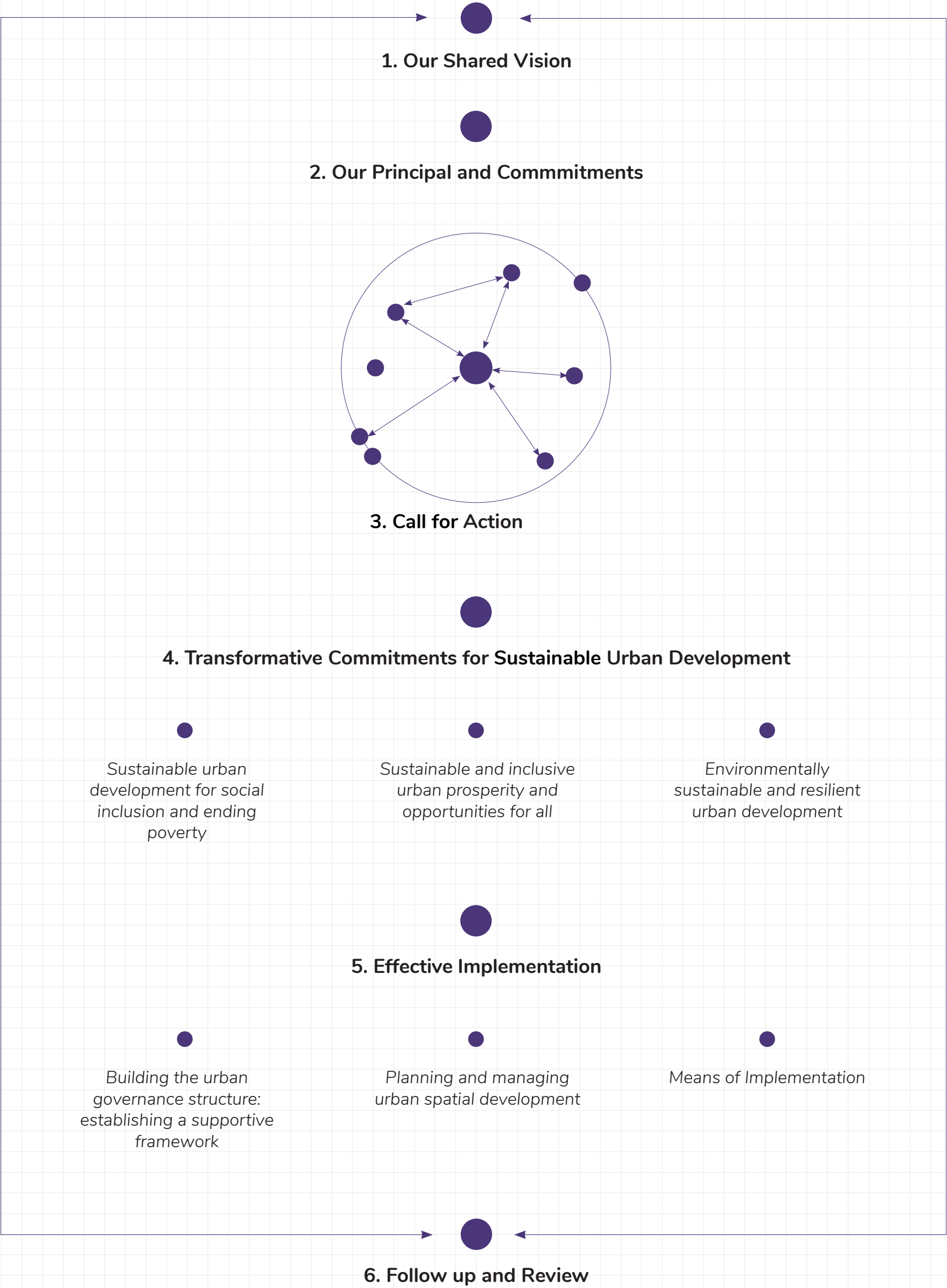
## 9.2. Establishing ‘The Right to the City’

“The Right to the city” is defined as, “the right of all inhabitants present and future, to occupy, use and produce just, inclusive, and sustainable cities, defined as a common good essential to the quality of life (United Nations, 2017a, p. 26).” While a lot of countries have successfully established this policy into their national and regional legislation, there is still room for improvement for many others. Turok and Scheba (2018, p. 495) emphasize that it is crucial to implement these rights in the cities which continue to differentiate those who migrate into the urban cores in desperate need of jobs and services. Everyone including government bodies, institutions and residents should work towards encouraging and promoting these rights. Not just the urban area, it is recommended to be practiced also in the surrounding peri-urban and rural areas around its territory for a unified sustainable growth.

Through the New Urban Agenda, the Habitat III forum enhanced the acknowledgement of human rights in the perspective of future cities and settlements which was lacking in the previous version of Habitat I and Habitat II. As figure 38 shows, inequality was not addressed by Habitat II but later was integrated into the newly revised NUA in 2016. At the same time, Habitat III considers

Figure 37:

Framework of New Urban Agenda for urban planning practice

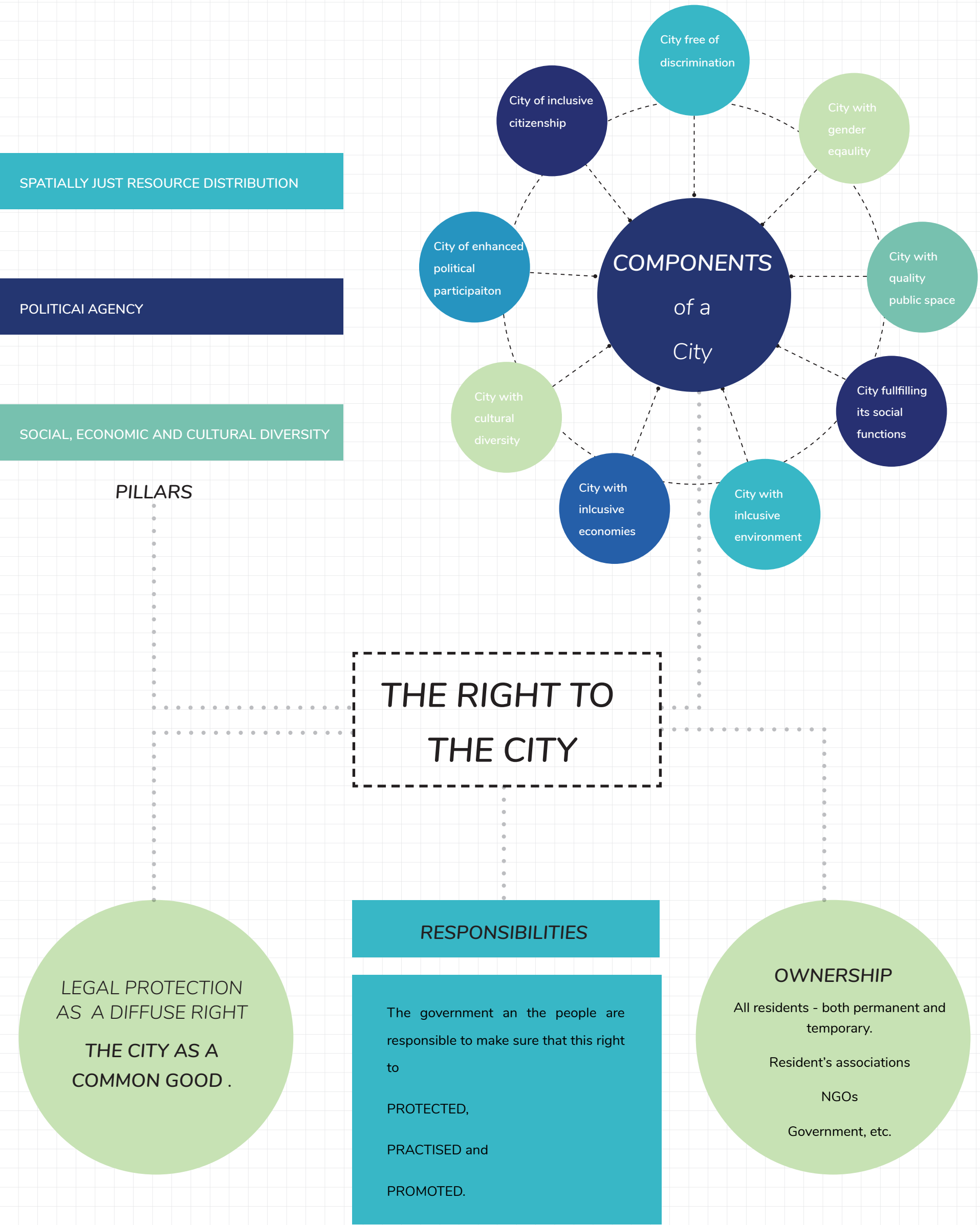


Adapted from New Urban Agenda by United Nations, 2017b. Copyright 2017 by United Nations.



**Figure 38:**

Framework for establishing ‘ The Right to the City’ according to the New Urban Agenda.



Adapted from *Habitat III Policy Paper 1 The Right to the Cities and Cities for All* by United Nations (p.60), 2017a. Copyright 2017 by United Nations.

aspects of poverty as well as inclusion and adopts strategies integrating Human Rights-Based approach. Migration which was previously been considered as a negative impact of urbanisation now is considered to be an opportunity to move the urban poor to more resilient living neighbourhoods.

Among the 10 policies UN-Habitat derived to implement the goals of Habitat III forum, ‘The Policy Paper 1: The Right to the City and City for All’ lays down the foundation for social value in urbanisation. According to these policy recommendations (United Nations, 2017a, p. 24), there are three pillars to establish ‘The Right to the City’. They are as follows:

**Spatially just resource distribution** – This pillar makes sure the city supports equal opportunities and public services to all groups of inhabitants to maintain a standard quality of life. It highlights special attention to women and vulnerable groups such as youth, elderly, migrants and refugees and immigrant workers.

**Political agency** – For the implementation of the “The Right to the City”, this pillar highlights the need for transparent policies, accessibility of information and opportunity for participation of inhabitants in decision-making processes. This ensures that along with the government, both permanent and temporary residents can contribute to reconstructing the urban systems.

**Social, economic, and cultural diversity** – The final pillar confirms the acceptance of cultures, diversity, and self-expression of all inhabitants to develop a sense of communality. It points out the need for recreation and free time activities as essentials of superior quality of life through which social integration can develop in an urban ecosystem.

As Figure 38 shows, these three pillars rationalizes the other elements for the matrix of ‘The Right to the City’. The policy also revisions the core components of the city. A city that is inclusive if free from discrimination, fulfilling its social functions, enhancing social participation, supports inclusive citizenship, gender equality, inclusive environment, cultural diversity, inclusive economy and contains quality public spaces. To overcome the social segregation, which is endemic across many current cities, this new paradigm addresses the city as a common good that supports quality of life for all its citizens. To establish this concept, it further suggests that both government bodies and citizens should work together to ‘claim, defend and promote these rights’ (United Nations, 2017a, p. 25).

Incrementing financial investments to improve the quality of urban areas do not tend to address the challenges of urban poverty and social discrimination. Conventionally urban poverty is measured by the indicators of economic growth and housing

**Figure 39:**

Changes in the objectives of urban agendas over time.

Habitat II, 1996	Habitat III, 2016
1. Goal on sustainable urban settlements.	1. Connects sustainable urban development to sustainable development.
2. Inequality was not part of the agenda.	2. Inequality is being integrated into the development agenda.
3. Agenda focus on poverty.	3. Agenda on poverty and inclusion.
4. Promotoes gender equality and gender-sensitivity.	4. Programmatic mainstreaming of gendering.
5. Human rights and freedom.	5. Adoption of Human Rights-Based Approach.
6. Poverty and HR.	6. Promotes a regulatory mechanism and stronger presence of State and civil society.
7. Rights and land (evictions).	7. New Urban Agenda promotes policies to foster migration to enable the poor to move to more dynamic areas.
8. Promotoes and enable environment that resulted in the deregulation of housing market.	8. Cities are considered as “vectors” of change.
9. Migration was considered as a negative aspect of urbanization.	
10. Cities were considered as “platforms”.	

From “Defining a Global Urban Development Agenda” by S. Parnell, *World Development*, 78, 2017, (p.535). Copyright by 2015 by Elsevier Ltd.



accessibility of marginalized groups. Urban professionals are working towards addressing the bigger definition of the term urban poverty which results from deprivation of rights, social inequality, and inaccessibility to civil benefits (Fattah, 2018, p. 138). According to the World Cities Report 2020 by UN-Habitat (2020, p. xix), studies have recommended that economic growth itself will not succeed in reducing urban poverty but complying with policies addressing social equality is needed to allow vulnerable groups to benefit from such positive advancements.

### 9.3 Role of Architects in the inclusive process

Even in history, human civilizations and their built environment were never crafted by the dominance of one group of experts. Places have transformed with time, adapting to the needs of the people which were influenced by ecological, social, and economic pressures. In our present urban living, these shaping factors have changed and will continue to do so in the coming future. People who live in these cities often are not aware of these factors, but they do tend to spend most of their time adjusting to them. Users have this unconscious information that directs their everyday life interactions and eventually building a sense of placemaking (Parnell & Day, 2003, p. 8). This unaware knowledge cannot be grasped by foreign groups through visiting the place or reading questionnaire feedbacks but rather with the active participation of the users during the design process.

People's collaboration in the design process has significant impacts on the built environment. It develops the quality of the place, builds social relationships, reduces crime, and generates awareness of social responsibilities (Parnell & Day, 2003, p. 12). When users contribute to the decision-making process, it becomes their place, a place they appreciate and want to take care of. Large scale housing developments in the history of architecture, such as Cabrini-Green Public Housing in Chicago or Pruitt -Igoe in St. Louis have failed to support their target audience and therefore, resulted in centres of urban crime in their respective neighbourhoods. Lack of user consensus in such projects has led to unplanned design decisions alarming professionals that architecture cannot be one steering. The mutual relationship between the users and the cities allows for its long-term sustainability as it reduces the potential chance of resident's migration. At the same time, collective decision-making processes bring comprehensive knowledge into account and further reduces the chances of adverse implementations for future cities.

The need for input from both the experts and users in a design process is needed for generating the juxtaposition of their perceptions which alone is insufficient to create effective decisions. Users tend to know day-to-day life experience and their implications on their own life choices. Whereas architects and planners have the skills to analyse elements from a rational approach and visualize them from a larger perspective as shown in Figure 40. The role of architects is to connect the stories of these individual actors of the city to tackle urban challenges and construct a collective living environment. As Figure 41 represents, the capability of users and experts to envision aspects of urban elements at varying scales allows the participatory design and planning practice to be resilient.

**When users contribute to the decision-making process, it becomes their place, a place they appreciate and want to take care of.**

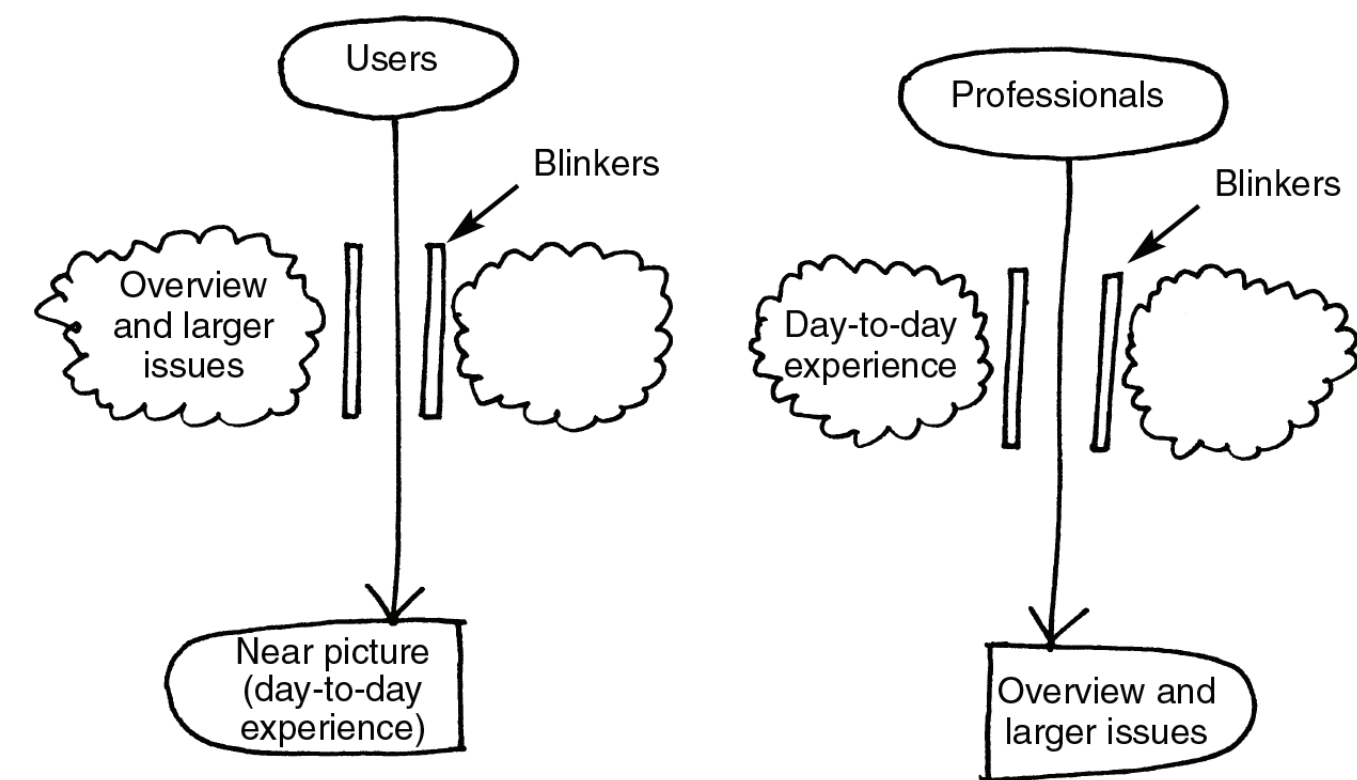
Working through the era of neoliberalism, it is fundamental for architects to understand the interlinked relationships between various elements and create new realities reflecting on the present and future global issues. The tool of co-creation helps architects to acknowledge social sustainability and it is evolving with time to meet the growing differences in social infrastructure. The skills of architects are following a similar trend and as Jensen (2020) states, "the role of the architect and the engineer – from a static authority to a much more agile facilitator focusing on collective knowledge acquisition, storytelling and consolidation of values" (p. 99). However, it is still a little unclear how competent current training in academic schools are shaping future architects to adapt the tools of co-creation. In his essay, Jensen also highlights the perspective of, the founding partners of the Danish architecture firm, EFFEKT, who addressed empathy, curiosity, and generosity as crucial skills for engaging in co-creative processes (p. 100). On the contrary, they are uncertain about how many architecture schools have successfully recognized these skills and implemented opportunities to learn them through their curriculum.

The bottom-up approach in architecture and planning practices have been much discussed and gradually incorporated into various pilot projects across the globe. Following the social movements which surfaced following the financial crisis in 2007-2008, various urban practices and local action groups inaugurated this tool of community-driven approach onto the design process to incorporate the local needs (Pak, 2017, p. 5). Although while doing so, it questions the opportunity of the role of the experts in the process, who are often termed as facilitators. The philosopher Gillian Rose stated that usually with such practice people are not empowered moreover the architects are the ones who get undermined through it (Rose 1994, as cited in Till, 2009). Thus it is crucial to determine how bottom-up design practice can be developed to address this particular issue.

Architects and planners have trained knowledge about aesthetics, spatial quality and technical ability which remains unaccounted for during citizen-driven projects. It is important to question the balance between the role of experts and citizens throughout the process so that the design output justifies both its social equality and design quality. One such example is the design practice of EFFEKT, which inaugurates an innovative approach of the top-up model where the professionals test their designs in collective platforms yet preserving their authority on the design

**Figure 40:**

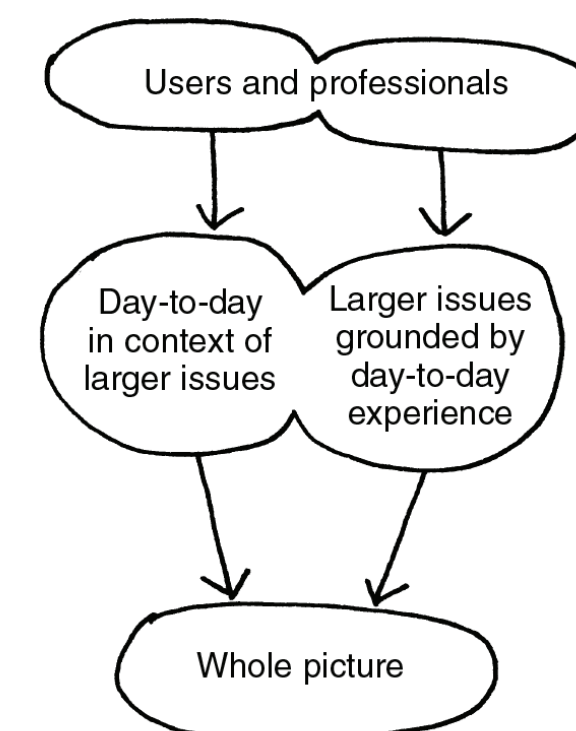
Users or Professionals- no one group seems more than half the picture



From Consensus Design (p.16) by S. Parnell & C. Day, 2003. Architectural Press. Copyright by 2003 by S. Parnell & C. Day.

**Figure 41:**

Users and Professionals- local experience and overview of the bigger picture



From Consensus Design (p.18) by S. Parnell & C. Day, 2003. Architectural Press. Copyright by 2003 by S. Parnell & C. Day.



results. To support the design-thinking of EFFEKT, Jensen (2020, p.101) states the following:

*If the architect lets go of the reins, the architecture will go bland. The process may be as user-driven and sophisticated as they come, but it can never reduce the architectural process to a questionnaire survey.*

9.4 Analysis of the Case Studies

9.4.1 Future of Linnanmaa-Kaijonharju

Provided that the planning for the future of Linnanmaa-Kaijonharu was not statutory, the planning technique still followed the bindings of the Finnish Land Use and Building Act 2000. People's participation has been prioritized in various stages of the timeline which gathered conducive feedback from both the national and international stakeholders. This example brings forward how students coming from multi-directional disciplines can deliver expertise from their backgrounds and how international perspective can account for existing potentials that often are overlooked by the locals. This reflects on the essentiality of a diversified social mix to maximise the opportunity of a developing urban environment.

In the light of the inclusive planning recommendations by the UN Policy of 'The Right to the City and Cities for All', this planning practice of this case study promotes the Finnish national policies which identify human rights across all levels of the government. The workshops targeted at varied actors of the Linnanmaa-Kaijonharju area ensured the involvement of multiple city players in the participatory action. The availability of information about the project, participation summary and the expert's feedback supported the suggestion by Habitat III of transparent, accessible open-source community-driven data which is still attainable for future use. The application of the online participation tool of Harava allowed for participation lifting the limitation of accessibility and location and highlighted the nation's steering endowment towards building innovative planning systems.

However, for Finnish planning experts, it is important at this stage to think about how participation tools and opportunities can be improved to sustain such future challenges. The legislation draws a limitation to participation, and it is needed to look beyond to understand the extent of participation that is required for more competent planning practice. The current Finnish land use and building act allow for interaction through opinion, reminder and complaint. However, Mervi (personal communication, May 11, 2021) states that it is up to the planner to take the initiative of whether they want to incorporate more interaction because it would be worthwhile even though it is not obligatory to do so. During the pandemic, the use of electronic tools has increased but

traditional tools for dialogue is recommended to be implemented simultaneously by the interaction designer to ensure inclusive participation. While interaction has turned to be more of a formal question and answer session, creativity needs to be utilized to innovate alternative options for dialogue.

On the other hand, increasing the period of participation can have both positive and negative impacts on the planning process. Extending participation throughout the entire planning process which usually can last three (03) years can lead to certain drawbacks. People might not be entirely sure when would it be the best time to state an opinion, they might be forgetful of their opinions and can get tired through the process (K. Nykänen, personal communication, March 9, 2021). At the same time, it is always challenging when there is an excessive amount of varied opinions received to analyse and return feedbacks. Thus new policies can aim to promote participation in a proactive approach which can assist to harness improved results in final planning decisions.

9.4.2 Co-Create Jhenaidah

This case study sets a notable example of an inclusive urban planning process in the developing South Asian context of Bangladesh. It reflects the built environment, social and gender dynamics and the present urban governance which is similar across its geographical belt. Accepting the challenges, they came up with through its contextual setting, this project aims to set solutions towards overcoming them to set up people's rights through new urban interventions.

Settled on the deltaic plain, settlements in Bangladesh are interdependent on its rivers. However, rapid urbanisation has led to the invasion and massive pollution dismantling the rivers potential to sustain life. The goal of this project led towards reviving the lost characteristics of the Noboganga river, the central axis of Jhenaidah city development. During the planning process, in February 2019, the Supreme court of Bangladesh passed a law to ensure the protection of the regional rivers by providing them with "Legal Personhood" (Lubaba & Fahim, 2020). This project in Jhenaidah worked towards carrying out this national goal and prioritised the conservation of natural and riverine systems through its planning model.

As per the key actions recommended by the UN Policy of 'The Right to the City and Cities for All' the project of Co-create Jhenaidah has successfully involved multiple urban actors in their planning process including the marginalized residents of the low-income communities. The community profiling technique used community-driven data and mapping tools and made them accessible open-source by sharing with the local government, the technical support team of Co.Creation.Architects and Jhenaidah City-wide People's Network. Although the participatory planning

interventions used in the project was initiated by the architects and support groups, it later succeeded to receive collaboration from the local government. Although, Bangladesh yet needs to progress extensively towards setting up an inclusive planning practice and strengthen relationships throughout all levels of government by deriving an appropriate urban policy.

According to NUA, women still fall under the category of vulnerable groups who face the consequences of gender inequality in their social, civil and basic human rights. The practitioners involved in the project has actively promoted women-participation during the decision-making and facilitated them to pursue economical aspirations by founding a female-driven network. Women living in these marginalized communities have been empowered through the appointment of influential roles of community leaders and managers of community funds since the participatory design interventions established in Jhenaidah.

Lastly, the case study highlights the importance of the People's Network to make citizens aware of their role in society and the importance of participation for sustainable transformations. Collective interventions and active participation of citizens during the process have set up within them a spirit of ownership towards their city. People are more aware of their rights and accessibility to urban services and opportunities. As a result, local administration bodies became more responsive to the needs of people despite their financial backgrounds. Low-income communities who are often discriminated against during the planning process now had a direct network with the support groups and administration body of Jhenaidah. From the other end, it tried to uphold an all-inclusive, people-centric design and planning approach for architecture and planning professionals in Bangladesh. Taking up inspirations from this model, similar practices have started to emerge across the country in the coming years.

9. 5 2021-2030: Aims for the final 10 year timeline

According to Booth (1986, as cited in Behrend, 2017),

*'Town planning, both as a discipline and an administrative practice, has a curiously chameleon-like quality whose colours depend intimately on the particular social, political and cultural context in which it is found' (p. 35).*

Global policies like NUA set the umbrella for sustainable urban aims, but countries at the same time need to face these challenges with their visual perspective. However, it is crucial to learn from each other's planning systems and adapt the tools into an individual specific situation. Looking into multiple contexts help to understand the differences, why they generated and understand the existing potentials which are often overlooked because of its

**Looking into multiple contexts help to understand the differences, why they are generated and understand the existing potentials which are generally overlooked because of its constant presence.**

constant presence.

With the global pandemic taking a toll on every aspect of life across the world, tools of planning and implementation strategies are simultaneously evolving to mitigate the challenges. Cities have been labelled as hotspots for spreading the noble coronavirus more than the suburban and rural communities which makes it crucial for experts to revise their aspirations for future urban developments. De-densification can lead to a solution as high densities of urban cities have primarily influenced the spread of the virus. Extreme mitigation to the pandemic might lead to separating the vulnerable group of an older population and young families with children to the rural areas while keeping the young and the urban poor intact in the urban core (Bereitschaft & Scheller, 2020, p. 11). While this strategy seems most suitable to save the target group who are at most risk to the virus but on the other hand disrupts the social mix needed for an inclusive urban society.

Since 2020, the corona pandemic has tremendously disrupted the lives of marginalized groups living in urban cities like every other global pandemic. Inaccessibility to proper services, economic difficulties and higher exposure to risk has led them to be vulnerable to the effects of the pandemic. Taking the current situation under consideration, post-COVID planning initiatives should work further towards establishing social inclusion, setting improving slum infrastructure as a priority (Sharifi & Khavarian-Garmsir, 2020, pp. 6–7). Furthermore, the experts state that for a competent response and recovery, a sense of communality is crucial which can be established through more people-driven initiatives. The pandemic has again brought to light the drawbacks of social differences in current world cities which also directs the urban experts to ensure social inclusion in the post-pandemic urban interventions.

The concept of smart urbanism has been trending in the world of urban planning for a while now and the pandemic driving all aspects of life to be driven by technology has caused its priority to flourish. The most current paradigm is known as "citizen co-created" Smart City where technology-empowered strategies help instate people-driven initiatives to establish social inclusion in future cities (Cohen, 2015). Technology allows for citizen participation to be carried out in online meetings which do not set the limit to the frequency of participants like offline settings (Yeom et al., 2021, pp. 164–165). The results from their study showed that attendees were satisfied and agreed to continue with non-contact meetings. However, they also highlighted that online spaces lack connectivity



among the participants and newer technological interventions need to work to overcome this drawback. Also, the smart city approach still needs to work towards overcoming the current debates regarding its top-down approach dominated by the hierarchical dynamic of urban governance (Graziano, 2021, p. 81). To create an inclusive smart city, technology needs to reach all marginalized groups which will require adequate policies to ensure its absolute accessibility.

### 9.5.1 Finland

At the moment, the Finnish planning experts have achieved significant progress in dealing with the current issues of ecological sustainability but in the coming future social sustainability stands out to be the core objective. The proposal for the new architectural policy in Finland, Apolio 2020, lays out such forthcoming challenges and recommends measures for the architectural practices in the country. Vision 2035 highlights the need for architecture to address equality and inclusion (Hakaste et al., 2020, p. 11). For doing so, it states that regional planning needs to address inclusion and overlook social discrimination as a starting point of its practice. At the same time, it is required to increase the frequency of public debates regarding architecture and built environment and expand the range of participating audience. While being trained at the architecture schools, the significance of a project on the lives of the people associated with it is often underestimated in the design-thinking process. Supporting the recommendation of Apolio 2020, Koivuranta (personal communication, March 31, 2021) states that introducing various interdisciplinary projects in between architecture schools with social sciences disciplines can generate more social awareness during the academic training.

To ensure cities persist in their sustainability, a conducive action can be involving empowering the future population with a sense of placemaking. Enabling young children to participate in the planning process nurture their problem-solving skills and ownership of the urban spaces they are part of. Kids perceive the built environment in their unique way, which is different from that of adults (Karssenberg, 2018, pp. 346–349). For successful, inclusive planning, every experience needs to be taken into consideration and young children fall under the target group of the growing urban population as more families move to adapt to urban life. Playing spaces for kids are becoming capitalized and lack of safety in public areas are increasing at an alarming rate following urbanization. While parents feel safety is in check at home, kids are becoming more reluctant to using technological devices to play with. For this reason, young children have pushed away from the public space they are entitled to. However, this can be altered through co-create initiatives to reconnect them with their surrounding environment (J. Koivuranta, personal communication, March 31, 2021). This will further help them become aware of their roles in the urban environment at an early age and build skills for future application.

Finland is actively working towards reforming its Land Use and Building Act lastly revised in 2000, with a new two-tier

system. The municipal land use plan will cover the existing town plan and the general plan of the municipality while the provincial strategies and national targets will outline the umbrella for urban planning. The reformation draft, emphasizes developing the effectiveness of the participatory techniques and their consideration throughout the different stages of the process. Prioritizing the use of modern technological tools, also ensures the use of traditional interaction techniques to be implemented side by side. It further promotes the need for flexibility to ensure a tailor-made planning process depending on the scope of the individual project (Keskustelupaperi Maankäyttö-Ja Rakennuslain Uudistamisen Suuntaviivoiksi, 2018, p. 11). This organic nature of the planning process will ensure every planning project will be supported with its appropriate scope of interaction. However, that also means it is onto the planning experts to determine the required scope of participation and the effective tools to not only make the planning proposals sustainable but also the process itself.

### 9.5.2 Bangladesh

On other hand, Bangladesh with its expanding economic growth is lifting above its entitlement of Least Developed Country but the grassroots urban challenges of unplanned development and increasing population of urban poor have simultaneously increased. Furthermore, climate change has a stirring effect on Bangladesh as the country stands as one of the most vulnerable countries to this global challenge. This will lead to increased internal migration from coastal regions to the primary cities of Dhaka and Chittagong as secondary cities are not developing adequately (Rahman, 2018). Current issues of insufficient opportunities for employment and housing for the new urban population will further increase the gap between social classes in urban areas, reducing the social sustainability of these cities. An urgent need for an active urban policy is needed to address these current issues to progress forward towards the sustainable goal of 2030.

At present, multiple administration agencies have authority on shaping the urban areas in Bangladesh (UNDP, 2019). However, the planning practices in the country lacks a strong inter-relationship between these different tiers of the governing bodies. For which, local government lack contribution on planning decisions of their administrative territory resulting in proposals which are adhesive to contextual issues. Despite the current model claiming to be participatory and all-inclusive, the reality is quite the contrary. The dynamics of hierarchy in urban governance restricts collaboration between agencies which further inhibits the chances of people's participation during the process (M. Alam, personal communication, January 20, 2021). A critically laid out framework can guide strengthen institutional collaborations and how they plan, develop and monitor urban developments.

Professionals dealing with urbanization have concluded that the term inclusiveness can be easily defined rather than measured. In this case, having national policies reinforcing sustainable strategies alone will fall short, as long as their effectiveness cannot

be evaluated (Fattah, 2018, p. 140). Suitable indicators and assessment tools should also be incorporated in the national urban policy to measure the inclusivity in the planning program. While a national urban policy can lay out general guidelines for urban planning, local initiatives can empower the overall process aiming their territorial targets. For example, the municipality of Jhenaidah has aimed to implement standard public healthcare systems, affordable housing for low-income communities and fight urban poverty. Its initiatives of citywide inclusive sanitation engagement and co-creating the city to solve urban challenges set examples of how people-driven projects can lead to sustainable movements (Co.Creation.Architects, 2018; SNV World, 2018). Incorporating such complementary inclusive planning practices across the developing cities of Bangladesh can help counter the rural-urban migration towards the megacities by installing social sustainability.



# CONCLUSION



# 10. Conclusion

NUA puts together a framework to ensure sustainable approaches are implemented into effect through their planning practices across all nations. It reinforces the bottom-up model to strengthen collaboration between local, regional, and national authorities. Analysing the current drawbacks of urban planning practice , it creates awareness against the discrimination towards vulnerable groups who thrive in developing cities. It envisages future cities that identify every citizen and makes it accessible for him or her to take part and benefit from all its democratic systems. To do so, it promotes inclusive urban planning practice which promotes in all its aspects the paradigm of ‘The Right to the City’. Participatory collective interventions which promote dialogue by both permanent and temporary residents foster the social sustainability of growing cities with the distinctive spotlight on marginalized and vulnerable communities.

Rapid capitalization of urban elements led Lefebvre to inaugurate the concept of ‘The Right to the City’ as an sign of awakening for the citizens to reconnect the lost relationship with their urban spaces. With time, the concept was profoundly discussed across multiple networks to then being globally acknowledged in the World Charter for the Right to the City. Being adopted into new paradigms and administration policies, now ‘The Right to the city has transformed into a comprehensive notion of all globally acknowledged human rights which speaks about sustainability, democracy, equity, and social justice. The outline of inclusive planning recommended by the New Urban Agenda incorporates co-creative planning interventions accessible for all citizens. People’s participation will allow them to contribute to the development of their future cities, where their aspirations will be considered. Cities will complement the roles of its actor who not only benefit from its services but conduce to strengthening them. Successful placemaking of urban spaces will supplement its social sustainability, which is the primal measures towards achieving ecological and economical sustainability.

This research addresses the need for social sustainability for urbanizing cities which can be implemented through participation approaches of inclusive urban planning. Urbanization has increased the gap between social classes both in developing and developed countries and urgent mitigation strategies are needed to tackle the existing custom of social discrimination. While the universal perspective of the New Urban Agenda sets a global vision, policies need to adapt to local scenarios which have been highlighted through the cases studies of this research. Differences in context, culture and circumstances need locally-driven initiatives along with universal efforts for the most competent implications. Cross-boundary learning and reviewing of these national approaches will lead to versatile perspectives of planning practice, addressing individual strengths and weaknesses and collectively help those in susceptible scenarios.

While the urban planning practice in Finland is confined within the outline of its existing national policies, it is looking forward to enhancing its approach towards further inclusivity with the aid of modern technology. Traditional interactive practices yet

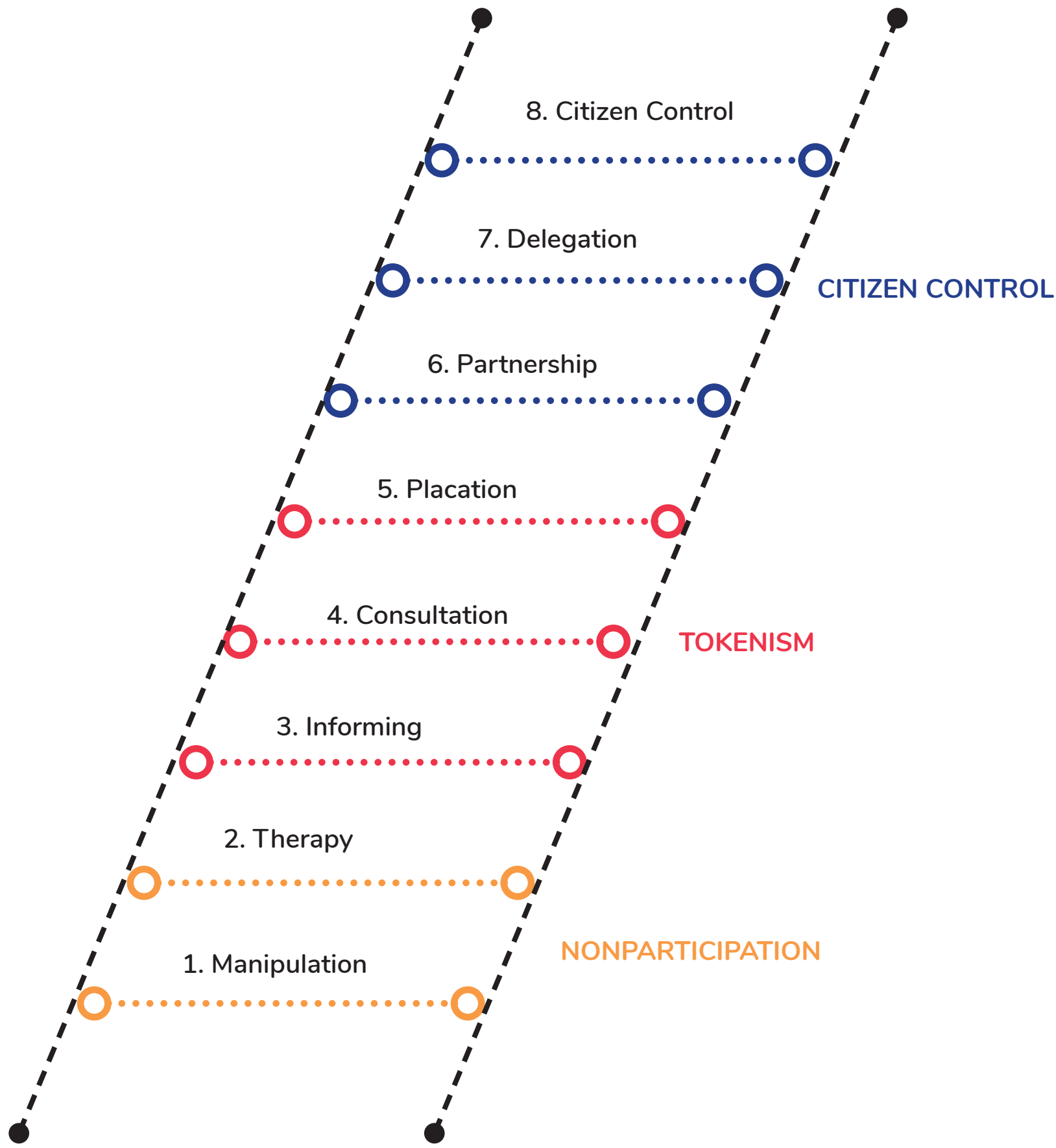
remain to be more engaging for participants than online platforms which calls for new innovative interventions. Along with that, the impact of participation is most influential at the beginning of the planning process and needs to be accounted for in the future. With growing international immigration, the growing Finnish cities need to account for services for more diversified groups and promote cultural exchange through their urban spaces. To do so, the scope of participation on the existing policy needs to be questioned, the adequate balance between the need for interactions and the given time and resources to carry it out needs to be outlined and the inclusive accessibility of smart tools needs to be set up.

At the same time, Bangladesh still lacks a definite urban policy framework to address the contemporary challenges of the country’s rapid urbanisation. Rural-urban migration will continue to draw people to these cities, increasing the population of urban poor who will be left unacknowledged by the current planning practice. However, emerging experts have started their design and planning practice on a growing scale to address the needs of such low-income communities with the cooperation of non-government organisations. These experts are driven to break away from their professional stigma and built a relationship of trust with these community people. Informal participatory tools and techniques help to break down the social barrier and build city-wide networks with a diversified social mix. Particular focus on women in the communities in Jhenaidah has led the gender group to redefine their roles in society and pursue their financial aspirations. The first step towards building inclusive practice in such context is to gather people within one platform and acknowledging all as a contributor to the process. The active participation of the local government in the city-wide network assured the citizen’s that their opinions were heard and their presence recognized. The co-creative planning model in Jhenaidah stands for how inclusive planning can be pursued in a South Asian background. Addressing the social rights of these marginalized groups and strengthening them, the planning practice has achieved to build a powerful sense of communality.

While the practice of the bottom-up model is immensely discussed in the field of urban planning, it proposes further dialogue to redefine the roles of the architects and planning experts. For inclusive urban planning, professionals must be curious, sensitive, and empathetic to people’s opinions. Rather than pursuing one’s designing thinking, one needs to be open to broad-spectrum views. On the other hand, the relevant extent of people’s participation in the planning decisions should also be addressed. According to Arnstein’s Ladder of Public Participation (Arnstein, 2007, p.217), the highest step of ‘Citizen Control’ might lead to questioning the quality of planning and design. Professionals are trained with skills of spatial connection and aesthetics which allows them to link multiple factors to a broader scale. While participants bring their visions to the board, expert skills are simultaneously needed to connect them collectively as a whole. An effective partnership between experts, participants and government bodies is crucial to implement inclusive urban planning practice that addresses all aspects of social sustainability.

Figure 42:

Arnstein's Ladder of Citizen Participation



From 'A Ladder of Citizen Participation' by S. R. Arnstein, *Journal of the American Planning Association*, 35(4), 2007, p.217. Copyright by 2007 by S. R. Arnstein.



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# 12. Appendix A

## Questionnaire for online interviews

1. Can you share your background and aspirations as an architect.
2. What are the main objectives of the inclusive planning project you have been involved in?
3. What are the kinds of participation methods you have been part of during the project?
4. How enthusiastic people have been during the participation?
5. As an architect, how do you think the results of the participation techniques have impacted the planning decisions in your project?
6. Do you believe participation establishes stakeholder's sense of ownership to the city? If yes, in what ways have the participants have been empowered through your project?
7. What are the challenges that came up during the participation? As an architect, how have you tried to overcome the challenges?
8. How does the role of architects as a professional evolves during the participation? How has it impacted you on your architectural aspirations?
9. To what extent do you think the national policies regarding planning regulations support people's participation in their formulation?
10. If you have any comment or information to add as a reflection to the interview, please feel free to share now.

# 13. Appendix B

## Interview Transcript

Do you agree that inclusive urban planning can help towards establishing social sustainability in future Finnish cities? If yes, explain why.

Yes I agree. Inclusion and interaction increase trust and commitment, which are important elements of social sustainability. Familiarity, daring to present and share one's views without fear of embarrassment to come are essential conditions for dialogue. Through inclusion, the experience of a common city expands and deepens. Together we are more!

How would you define your role as an interaction designer? According to you, why is people's interaction important during planning process?

I act as a neutral party, facilitator, organizer, etc. between the urban planning and other people or organisations. I organize opportunities for interaction without taking a stand, I enable and present different perspectives in a neutral way, because it is not my job to value them. I confront people and things, encouraging openness and dialogue. Urban planning represents expertise, residents and others have experiential expertise, but they can also have very strong expertise. Zoning reconciles different aspirations, needs, perspectives, etc. to promote the common good.

Interaction builds trust and commitment to projects. The city is a city common to all, and it cannot be built alone, for example, only on the basis of expertise.

What are the primary factors that you consider during designing the interaction strategy for a certain planning project?

What is the focus of the interaction, which is why the project needs to interact. to whom, how, when, why, etc. I do not want to make a interaction which have not a real opportunity to influence, to be involved in the project. In interaction, all parties receive more than alone; it adds value to everyone. Interaction situations should be based on openness and allow for different perspectives to be worked on together. In particular, the right kind of attitude is needed.

What are usual challenges that you face during your work? What strategies do you use to overcome these participation challenges?

The experience of various parties, especially local residents, that they have not been listened to or interacted with, if their views are not realized as they are presented. In projects there are even conflicting proposals and proposals that need to find a common

Mervi Uusimäki works for the City of Oulu as the interaction designer for the Community and Environmental Services. While promoting inclusion, she believes its the right and duty of every individual to participate and influence it.

solution. Only the most vocal and negative about projects are usually heard in the voice - how other perspectives are brought to the fore. Different methods and habits as well as repetition should be used in the interaction. You never do it too much. Of particular importance to all parties is the ability to listen and the desire to find a single outcome to which everyone can at least loosely commit. Projects need to accept different emotions, but nevertheless be able to interact constructively.

From your experience of working as a interaction designer, have you observed any significant change in people's enthusiasm for participation during Oulu's development planning?

Participation has been activated especially as a proactive interaction. There is more room for discussion and different views, but we do not get too caught up in them and try to find common solutions. The number of complaints has decreased, whether due to the interaction, it cannot be said in a straightforward way. Through interaction processes, the sense of a common city has grown. Through it, confrontation between local residents and civil servants, for example, has been reduced.

Do you think the scope of participation in inclusive planning practice allows people to establish their rights to their city?

Yes absolutely. The city is increasingly perceived as common. Democracy includes the ability to make an impact if someone wants it. Then, of course, it is a completely different matter who takes advantage of this opportunity to influence. After all, large numbers of people are not known and will not have any effect if the project is not aimed specifically at their own backyard.

Finnish urban and land use planning practice is bounded by the Land Use and Building Act 2000. While Finland is working towards reforming the current act, how do you think it can improve its policy to accomplish inclusivity in its future planning policies?

The Land Use and Building Act 2000 sets a mini-obligation for interaction, which manifests itself as ex-post forms of opinion, reminder, and complaint. It is the responsibility of each planner to



take an attitude and approach to this, whether they want to interact more because it would be worthwhile, but there is no obligation to do so. In addition to sanctions, The Land Use and Building Act 2000 may also recommend; the need would be specifically to steer interaction in a proactive direction in the new law.

With the pandemic reshaping every aspect of built environment, how do you think it will impact on the tools of participation used during planning projects?

The use of electronic tools has increased, but others must continue to go hand in hand to ensure equal and equal participation. Creativity has had to be harnessed in the search for different alternatives to interaction. Written forms have also increased, such as surveys, so that views can even be gathered somehow. Spontaneous free conversation has diminished, working together as well. Interaction has been more of a more formal question-and-answer format during the pandemic. However, the goal and desire would be a more dialogue and discussion. Hopefully we will get back to normal soon.

# TOWARDS INCLUSIVE PLANNING

